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ABSTRACT

This book contains papers, reports, and opening and closing speeches presented at a worldwide conference of adult education experts. The document begins with the following: an introduction (Jelenc); a reprinted article, "Time to Collectively Rethink Our Field" (Franklin W. Spikes); and opening speeches by various adult education officials (Jelenc, Gaber, Charters, Belanger, Vio Grossi, Krajinc). The following papers and reports are included: "Rethinking Adult Education for Development" (Jelenc); "The System of Adult Education and Learning--Definition, Concept, Areas, Terminology" (Workgroup Report); "Pedagogy and Andragogy: Relation between the Education of Children and the Education of Adults" (Workgroup Report); "The Status of Adult Education in Different National Policies and Worldwide" (Workgroup Report); "Basic Institutions/Organizations Influencing the Need and the Progress of Adult Education, Their Role, and Their Possibilities" (Workgroup Report); "Final Report" (Jelenc); "Adult Education, the African Crisis, and the Role of African Association for Literacy and Adult Education" (Wangoola); "Adult Education for Export" (Gelpi); "Consumer Education: Empowering for Development" (Charters); "Historical Development of Adult Education: A Focus on Africa" (Draper); "Reconceptualizing Adult Education: The Perspective of Adult Undergraduate Higher Education" (Kasworm); "Adult Education and Working People: A Critical Reappraisal" (Law); "Euro-Delphi: A Comparative Study on the Future of Adult Education in 14 Countries 1993-1995" (Leirman); "Adult Education in Thailand" (Poompaisal); "Women and Adult Education: Rethinking Androcentric Research" (Stalker); and closing speeches by Jelenc and Puhar. Appendixes include the following: reviews of the compendium, reports of several other conferences, letters, and a list of participants with addresses. (KC)

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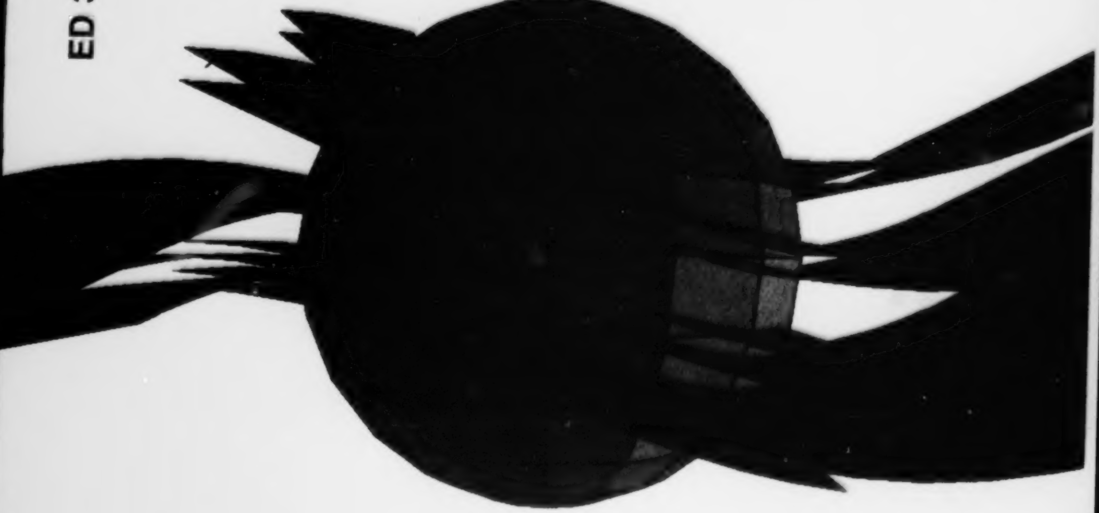

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Rethinking Adult Education for Development II.

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RETHINKING ADULT EDUCATION FOR DEVELOPMENT

II.

Conference Proceedings

Ljubljana 1994

The publication following the "**Rethinking Adult Education for Development**" international conference, held in Ljubljana, from 6. - 9. October 1993 includes: conference reports; papers which couldn't be published in the first paper collection; speeches; conference opinions and points of view and the final list of participants.

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Alexander N. CHARTERS *(USA):*

> *It is evident then that there is not revolution but development and evolution in adult education.*

Introduction

This is the second collection of proceedings of the RETHINKING ADULT EDUCATION FOR DEVELOPMENT international conference. A brief summary: the conference was organised in October 1993 by the Slovene Adult Education Centre of Ljubljana; the conference dealt with issues of the conceptualisation, interpretation and definition of adult education, and with questions regarding its status and development. A common denominator in the consideration of these topics was the question of whether the current concept and status of adult education required any changes; and all this from the point of view of further successful or improved development of adult education in individual countries, as well as globally. The basis for the discussion was a survey entitled Outstanding Experts on Adult Education conducted between 1989 and 1992 by three experts from the Educational Research Institute and the Slovene Adult Education Centre - Zoran Jelenc, Ana Krajnc and Metka Svetina; 88 other distinguished experts on adult education from all over the world contributed their opinions (completed questionnaires).

Of the 104 participants at the three-day conference, 48 came from abroad (experts from all the continents); 66 participants took part in workshops. While such attendance alone is proof of great interest in the conference, its success can be measured on the basis of reports.

The first Conference Proceedings (Compendium), which were issued before the conference, contained a presentation of the results of the survey and papers on specific topics prepared by experts, who were invited to present them at the plenary session of the conference. The 362-page Conference Proceedings were published in Slovene and English. We were unable to publish other material in the first Conference Proceedings which relates to the conference and is important for an integral overview of the work. This material consists of: the introductory paper with contextual guidelines for conference work, with the emphasis on workshops; papers, submitted by different experts, which were not part of the survey but which served as the starting point for conference discussions; reports on conference work, both generally and in individual groups; reviews of the survey and the discussion; opening and closing speeches, and opinions regarding the conference; the public impact of the conference in the media; and participants' letters.

This material is by all means a constituent part of the conference work, and we feel that it deserves publication. In addition, its publication has been requested by conference delegates, especially papers and reports.

The scope of the material is broad enough that its release in the form of a publication is sensible.

As chair of the organising committee of the conference and head of the survey which served as the basis for the work of the conference, allow me to note some of my impressions and ideas about the conference and its results in this introduction to the Conference Proceedings.

The real issue at the conference was to rethink adult education today and in the future. We feel that now - not to denigrate in any way all the efforts made to develop adult education so far - is the time to draw up some form of balance sheet of the concept, an interpretation and understanding of adult education and the academic branch which we sometimes call andragogy, as well as of the related points of agreement and disagreement; and consequently, of the systemic order, status and providers of adult education and its development. The present time in adult education is undoubtedly marked by its high level of development as a profession. This has been achieved in a relatively short time - a few decades, which historically speaking is a mere moment. It is my belief that the area has developed to a stage where a thorough theoretical definition is required. I discussed in more detail the need for such deliberation in my opening speech, so repetition here is superfluous. I should, however, point out that records of discussion in workshops provide further strong proof of the necessity of such consideration. Typically, conflicting views of adult education and also of the need for its intensified conceptualisation, theoretical definition and systematic arrangement arose from the work in our groups. We are given two options - accept and agree with discrepancies, even those regarding the most fundamental terms of our profession and academic area, such as 'adult' and 'adult education', assuming that they are typical reflections of the characteristics of the profession and branch; or conclude that our theoretical efforts have not produced appropriate answers to questions set.

I for one am in favour of the latter. I experience adult education - regardless of age and practice - as a relative new discipline evolving rapidly. Through this evolution, it has been more successful in developing and articulating practice than theory and concept. I perceive this as its basic setback compared to other disciplines that have had ample time and opportunities to develop into accepted and recognised academic and professional subjects (one of those is the education of children and youth, or pedagogy - in the narrow sense of the word). I am not denying in any way the value of theoretical efforts and the success achieved so far by all the pioneers in the field of adult education: they have made priceless contributions to the promotion of this profession and discipline, competing with the far better supported child and youth education and pedagogy, which are based on a rich tradition. In my opinion, through their actions, they have been building the foundations for the development of the profession, creating a broad conceptual basis for further promotion of the profession and discipline, but restrictions of time and funds have prevented them from accomplishing more. I am convinced that adult education and andragogy will also reach this stage. The theory needs time to develop, and it will not develop on its own. Its formulation (concept, system characteristics, definitions, terminology) requires time and effort. Academically, theory is the generalised reality of a defined field, and generalisation must adequately take into account the concrete levels (characteristic and individual) in the field concerned. I therefore cannot be satisfied with the point of view that there are as many types of adult education as there are countries, cultures, languages, policies, etc. These define only the specifics of the field in different circumstances, rather than its essence. To define its essence is difficult, but not impossible. From here on, the path leads to conceptual, systemic, terminological and other definitions serving to permit comparisons between the phenomena within the field and enabling us to influence them. As in other fields, there is no need for force to define the basic characteristics of this one and to find possible systemic solutions (I consider a system not a bureaucratic-political or other kind of apparatus making decisions from outside the field, but a way of connecting related phenomena). Adequate descriptions and classifications (characteristic and comparative) are required in the quest for common denominators, their definitions and terminology. There is no need for a change of practice and definitions. But an individual's practice and an individual's terminology must have their place in generally applicable rules.

As I said before, the conference was an opportunity to rethink. We did not expect more, but for a gathering of such distinguished experts from all over the world - many take credit for what has been accomplished in adult education so far - to rethink adult education (the central topic of the conference) and to decide on the need for continued cooperation in a second conference including both those present and other experts who have not taken part in the project so far, in order to tackle the burning issues of theory, concepts and status of adult education in a more organised way.

The minutes of discussions in workshops indicate that the conference was in favour of such a decision.

It may be said of the records of conclusions drawn from workshop discussions that they mark the first step forward in our work. We have pointed out many of the burning issues in our profession in the hope that they will encourage efforts toward their solution. The records were produced after the conference, although heads of workshops and those reporting had informed us of their principal conclusions during the process. These records are without any doubt a new challenge for our work, regardless of whether we agree with their contents or not. They are pieces in a jigsaw puzzle which we will gradually complete in the future. The recommendations made by individuals that the records should be distributed among the participants in order to review or complete them, if they did not entirely correspond to the course of events, were not considered. Owing to communication problems, such an approach could delay the publishing of reports and these Conference Proceedings considerably; besides, these proposals should have undergone some sort of verification procedure in the group as a whole which would have required additional time and would have generally been difficult to carry out. We thought it best to publish the records as they were and rely on the accuracy of heads' and reporters' work. On the other hand, the records should not be seen as 'resolutions' or officially adopted decisions. They are rather expressed opinions of the groups which should be taken into account in our future work. We also think any comments which supplemented expressed views in any way or contained additional suggestions would be crucial to our work in the future. I therefore invite you to respond actively to written reports.

In conclusion, let me thank all the heads and reporters again for a job well done. Some of the workshop records represent virtual studies of the topic discussed. Naturally, it was not expected that all the issues could be elaborated in depth in the few days of the conference, or that any final definitions and thoroughly argumented professional decisions could be adopted. I think I express our common belief when I say that all the groups put as much stamina as possible into their work and that all their conclusions, albeit not generally accepted, are of some interest and importance.

On behalf of the organisers, the Slovene Adult Education Centre (SAEC), I must express my disapproval of certain parts of the report submitted by the first group. In several places, the interest of the Slovene Adult Education Centre in the conference work and success is mentioned. This is true, of course. The conference means a great deal to us, and we have used every opportunity to stress this. It is also true that the results of our survey, as well as of the conference, will be used in the development of adult education in Slovenia. I think that the same should apply to other countries too. However, we oppose the assumption - reflected in certain parts of the report - that the interests of the SAEC lie in the results of the conference being 'tailor-made' for the SAEC and adapted in any way to serve the promotion of certain development policies in adult education in Slovenia. This has not been our goal and we will not accept it as a stand-point of the conference. Our survey and the conference result from much broader motives, and not out of narrow Slovene interests. I wish this to be stressed. If in any way and at any time our efforts were perceived otherwise, I protest against such assumptions. I would also like to say that the Slovene Adult Education Centre highly appreciates any opportunity for international cooperation, as well as international support for its work; we are not ashamed to admit that in many aspects we are weaker than better-developed institutions and that we are eager to learn from those that have had better opportunities to develop. Nevertheless, we are convinced that the SAEC is strong enough to establish local and international contacts as an equal partner and will not be subjected to any foreign institution. The SAEC did not address to the conference any request that its approach to the development of national adult education be evaluated and consequently be offered support in the systematic promotion of adult education. Assessments of the status of Slovenia in international cooperation and instructions for Slovenia's political decision-making cannot be a part of the conclusions drawn from our conference, although the group discussed this as well (unfortunately, I must admit with some self-criticism that while working with the group I had not predicted the danger of the question discussed to be put down in the form later used in the report; I am therefore asking the reporter to accept my apologies). What I have written here I have also conveyed to the reporter of the first group expressing these opinions, however my proposal that it should not be included in the report was not accepted.

On the other hand, I would like to express my satisfaction with the fact that the SAEC was given credit for the conduct of the conference, and with the backing of our proposal that the SAEC should assume the role of convenor in the future deliberation on these issues. We gladly accept this task, as well as any suggestions concerning the continuation of our survey. They are very useful in that they represent important guidelines for our future work. This work will be continued. If not immediately - as desired by the participants - then as soon as satisfactory material conditions are met and time allows.

If I am to quote the desire of the participants, which was accepted with great approval from the auditorium, that our meetings should continue to take place in Ljubljana, I am glad to say that we feel flattered and that will make efforts to repeat the greeting - welcome to Ljubljana - as soon as possible.

p.s.

I cannot but offer to our group the evaluation of an article written independently of the conference at approximately the same time. It is an article (commentary) by W. Franklin Spikes in the Adult & Continuing Education Today journal entitled "Time to Collectively Rethink Our Field" (February 28, 1994, p. 5). Convinced that you will approve of its publication, I am putting it immediately after my introduction.

Zoran Jelenc
Ljubljana, July 1994

Günther DOHMEN *(Germany):*

> *Adult education is now the most important field in the area of education.*

Time to Collectively Rethink our Field[1]

W. Franklin Spikes

Adult and continuing education as a field of practice is hundreds of years old. Some historians among us trace our field back to the ancient Greeks and Romans. Others speak of the guild movement, the days of the industrial apprentice or cite Pole's History of Adult Education *as being significant antecedents of modern practice. Others cite the works of social activist Eduard Lindemann in the 1920's and 1930's as providing the conceptual framework for our actions today. Some say that it was my colleague and friend Malcolm Knowles who really put it all together with his early works about adult teaching and learning. Even with all of this collective history in mind, I often wonder if we as a profession are becoming more fragmented and more interested in advancing our individual interests than we are in building a broadly based sense of betterment in our field and thus improve the lives of our students. Are we defining ourselves so narrowly that the collective good of educating adults and advancing our society will be lost in the shuffle? Perhaps. Are we as a field better off when trainers do not speak to social activists and professors do not interact with practitioners? I think not. Do we grow and mature professionally when isolate our research efforts and focus on solving problems of limited interest without practical implications? Most certainly not. Are our interests really advanced on the more widely defined stage of public policy formulation when we chose to talk among our collective selves rather than enter into the world of the dreaded "P" word (politics) in order to build coalitions and achieve broadly based, mutually beneficial results? Hardly.*

Yet when I stand back and look at our progress over the years I find that we have not served ourselves well. We still define ourselves by our special interest group affiliation. We join organizations that speak to our narrow interests. We talk of uniqueness rather than similarity, differences rather than commonality. And the results? Graduate programs in our field are closing; adult and continuing education programs are being placed in increasingly self supporting positions in which their ultimate existence is based upon generating revenue rather than being based upon the value of service that is being rendered to the student or well being that is generated for the institution; and instances of illiteracy are increasing exponentially among our nation's citizens and workers.

I believe that now is the time that we must collectively rethink our field. We can no longer afford to engage in the behaviours of the past, ones which have clearly put many of our long held institutions and practices in jeopardy. We must reconceptualize our practice so that it responds to the realities of doing business in the world of the 1990's. We must speak to each

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[1] Adult and Continuing Education Today, 1994, February 28, p.5.

other; share our successes, benchmark and implement best practices in our field; and conduct and utilize findings of our research in a way that benefits and improves practice and that helps our students learn.

As long as I have been in the field of adult and continuing education we have spoken of the vast potential that exists. Today I wonder if we really have achieved our potential. My guess is that we have not and will not unless we collectively begin to view our profession in a very new and very different way than we have in the past. To paraphrase the old saying, "History waits for no person (or profession)." Let's not let it pass us by!

Opening Speeches

Paolo **FREIRE** *(Brazil):*

> *The global dimension of "education of the people" encourages a general understanding of the human being as a social being, less monolithic, but more pluralistic, less in one single direction, but more open to democratic discourse about the basic propositions of existence.*

Zoran Jelenc

Chairman of the Organizing Committee

Ladies and gentlemen!

It is our great honour and pleasure to welcome you to this important event - the International Conference on Rethinking Adult Education and Development - which opens today and will continue for the rest of the week. The event is important not just to us organisers - the Slovene Adult Education Centre - and those working in this important area of social activity. We believe it is also important for Slovenia as a country. Slovenia has never before hosted so many prominent guests, experts in the field of adult education and andragogy from all over the world.

Allow me therefore to welcome Minister Dr Slavko Gaber in the first place, and all our distinguished guests from abroad. They are all prominent experts in adult education, both at home and internationally, with presidents and senior officials of international organisations in their midst, including unesco, the International Council for Adult Education, the International Society for Comparative Adult Education, the African Association for Literacy and Adult Education, the Asian-South Pacific Bureau of Adult Education, the European Association for the Education of Adults, and the European Society for Research on Education of Adults. Among them are leading scholars in the field of adult education today, writers of encyclopaedias, dictionaries and professional biographies, and of course successful practitioners who take credit for the fact that adult education is a recognised profession today and an indispensable area of social activity. Despite my original intention not to mention any names, let me welcome in our midst Mr Paul Lengrand, the father of the idea of permanent education, a principle which widely opened the doors to equal treatment and implementation of adult education in the integrated education system. We are delighted to have him here. I would like to extend an equally warm welcome to all other participants and guests from Slovenia and the city of Ljubljana, to scholars and experts, economists, to those working in culture and politics, representatives of the media, and last but not least, to all of you who contributed through your work or sponsorship to the organisation of the conference, so that we can dedicate the next few days to professional questions.

Before I hand over to the Minister, who generously accepted our invitation to welcome the participants, let me give a brief introduction to the conference.

It is the result of our academic work - the research project entitled Outstandig Experts on Adult Education carried out by the Department of Education of Ljubljana University. The research group was composed of Prof Ana Krajnc, Metka Svetina and myself as the head of the project. A total of 88 other researchers and experts from 32 countries took part in the project. Experts from 30 countries are participating in this conference in order to discuss some fundamental and unsolved questions of adult education that were prompted and tackled in the course of our survey. Our obvious purpose, however, is to contribute to further development of adult education locally and internationally, and strive to make adult education as effective as possible in solving current developmental questions. The participation of such distinguished experts in the conference encourages us to think that these goals will be accomplished.

Finally, I would like to express our gratitude to those who made material contributions to the realisation of the conference - the Government of the Republic of Slovenia through its Ministries of Science and Technology, Education and Sports, and Labour, Family and Social Affairs, Unesco, the Open Society Fund and a number of Slovene companies and organisations sponsoring the conference.

Slavko Gaber

Minister of Schools and Sport

Ladies and gentlemen, distinguished guests!

Allow me to join in the hearty welcome extended to you - participants in the conference Rethinking Adult Education for Development - by the Director of the Slovene Adult Education Centre, Dr Zoran Jelenc.

As I have been informed, the substance of your working meeting is based on the international research project Distinguished Experts on Adult Education, in which 88 experts in adult education from 32 countries all around the world have expounded their professional views on many fundamental issues arising in adult education science both at the conceptual-theoretical level and at the practical-implementation one.

Therefore I would like to address my greeting particularly to those who conceived such a project and carried it out, as well as to those among you who contributed your thoughts and reflections in writing. And if it is true that the study represents a new stage in international comparative studies in adult education, and that its results will continue to be topic of international professional discussion in years to come, as the significance of the project has been assessed by Dr Reischmann, then you will not take it amiss if I express my pride that the principal subjects implementing on the project were our experts. And it is this active and creative inclusion in international political, economic, cultural, scientific, and educational trends that is especially important for Slovenia and its citizens, both at present and in the future, since we are a state which is - as you know - so to speak only at the beginning of its independent path into the international community of nations. Moreover, we are in the middle of processes of internal transformation which are changing the nature of the social system and of all the subsystems of any organized activity of people in this society. But these processes cannot be, now and in the future, adequately directed and thereby stimulated towards new development, if at the present moment we fail to take into consideration other sources of development, if we should remain without the knowledge offered at schools in initial education, let alone without a readiness on everybody's part to pursue lifelong education and learning. We must admit that, in many aspects of education we lag considerably behind the developed world. Such a situation is to be seen mostly in the lower average number of years of initial education per inhabitant and in the lower degree of inclusion of our people in education. Also, the standards of knowledge are often not quite up to the standard in developed educational systems. These are at the same time the principal reasons for our intensive work on preparing a new, professionally based concept of education leading us to new systemic solutions and more ambitious developmental goals, the realization of which will facilitate a gradual catching up with the developed world in terms of how well educated the population is. Within this scope, we anticipate also a new rise of adult education in Slovenia, education which in the eighties underwent a severe crisis. The causes of this crisis, possibly not just a Slovene characteristic, will probably be discussed at the present conference, but I find it more important that, on the basis of these causes, we should find ways and means to overcome the crisis. It will certainly turn out that the state has a significant role to play.

The proposals discussed among us in this connection lead to the conclusion that the state should support in particular the development of infrastructure in adult education, its compensatory function for basic education, and the development and functioning of that part of education which is in the specific national interest and which cannot be simply left to the market. Through various different developmental measures, it should of course also support a steady increase of other educational opportunities, so that the national educational policy should in fact guarantee implementation of the right to education for adults. Fortunately, we are also here not at the beginning. In the past few years we have created some of the conditions permitting a new growth of adult education. We have thus developed an adequate developmental and counselling organization; our experts have carried out an impressive number of good research projects, notably comparative ones; we have built a solid information centre; as regards administration and management, we are becoming re-organized. Annual surveys of educational opportunities in this sphere point to the increased financing of adult education; the participation of public funds is being increased through a gradual re-establishing of public service in adult education.

I feel certain that our experts at the conference will speak in detail about this development and of course, as is normal, will speak about problems that we have not as yet managed to solve, as well as about ideas for development in the future. In future development, we will have as fully as possible to take into account the insights, conclusions and agreements of this conference, where so many outstanding professionals have gathered from all over the world. Your knowledge and your experience may, together with other forms of help, represent invaluable help in our continuing work, even if it is obvious that they cannot replace our own efforts and endeavours. Therefore, it is also in our interest, and I feel sure that in the interest of the development of adult education in general the conference will achieve the goals it has set itself. And it is precisely this that I personally sincerely wish to all of you. Thank you.

Alex N. Charters

President of the Programme Committee

Following Vida, Dr Gaber, Minister of Education and Sports, Mrs Puhar, Minister of Work and Social Affairs, colleagues in adult education, from some thirty countries!

I first got acquainted with the Adult Education Centre in Slovenia in July 1991. That doesn't mean exactly the first time, as I was there in former Yugoslavia. It was at the conference in Prague organized by the Congress of Adult Education Societies, and that conference of comparative adult education was allowed to organize some sessions. Dr Colin Titmus was the person who organized those sessions. At the conference, Dr Zoran Jelenc presented a paper on the work of the Slovenian Adult Education Centre. It was indeed impressive. During the conference, the members of the International Society for Comparative Adult Education, that is the research and study committee for C.A.E., was meeting there, and when Zoran Jelenc asked if we would endorse a conference in Slovenia, the answer was an enthusiastic "yes"; with various assistance, including my wife, we typed up a letter and approved of it. After that, Zoran and his colleagues, through the organizing committee and the programme committee, organized this conference. Little did I realize that I would be on it as chair of the programme committee. As to the Ministries of Education and Sport and of Work and Social Affairs I wanted them to know that programme. The Committee and the participants expressed their keen interest in work in adult education. We were delighted and gratified to know that you put it high on the list of activities that would in the long run result in a higher quality of life for your countrymen, both men and women. The programme committee also wishes to recognize the sponsorship of Unesco. It was thanks to the sponsorship that we were able to bring a number of leading educators together, from various parts of the world. And they will be happy to be able to contribute to the programme. The countenance of this programme had its origin, as Zoran expressed, in the field of adult education. It was an adult education project of outstanding experts in the field of adult education. It was an adult education project, but it was also a very strict comparative project, because each of the participants, who responded from some ninety locations, answered the same questions. In a way, they were to take the answers from these people and compare them, because they had comparable data. And that study was the basis of this conference. The programme committee also wishes to recognize the participants who came here from some thirty countries. We are indeed gratified by their presence, and I think they represent all of the countenance, what they don't include, but we excuse it should any cold draughts come along, and we can take no credit for the weather. But the programme committee recognizes this lovely weather nevertheless, and hopes that the warmth and cordiality will carry on throughout our deliberations; we just hope that all of us will have a challenging time and improve life, not only in Slovenia but on the world and global environment. Thank you!

Paul Belanger

Director, Unesco Institute for Education, Hamburg

One year and a half ago, I had the honour to be here to open the Adult Education Centre. Attending the ceremony at that time was my first big event in Unesco and this was a beautiful one. Because this Centre was created even before Slovenia was recognized by United Nations system. And it so happened that in your country our delegation was so important that the president of the country was at the opening of the Centre. So, of course, representing Unesco I gave my regards to your president. I also realized the importance given to adult education. Then, as a good employee of United Nations, I sent my report to my director Mr Mayor. I received a telegram saying how can you recognize a country before New York has recognized it? I answered back: "Director, it is not my fault, but in that country from the top to the bottom and even to the president, people believe a lot in adult education. This is not my fault, this is Slovenian. And since then, of course, the Centre has developed a lot. And we in Unesco need a centre like this, like the Slovenian one, because Slovenia is at the crossroads of very many former frontiers, certainly the East - West one, but also many other frontiers and there is a tragic one, not very far from here. And in what way, Slovenia needs to learn to make transitions and negotiations; this is very important historical baggage for all of us. And we in Unesco need to learn a lot from you. We need Slovenia and we need this Centre, which has succeeded right at its beginning in bringing so many people here to discuss the expanding dimension of education which is adult learning. Thank you!

Francisco Vio Grossi

President of International Council for Adult Education, Toronto

Thank you very much for giving me the chance to say a few words to you at the very important inauguration of this seminar. I bring you greetings from the International Council for Adult Education, an organization based in more than eighty countries in the whole world, with more than a hundred organizations belonging to our network, and I can tell you that most of these organizations and the participants of these organizations know about this meeting and are looking forward to the results of this meeting. I am coming, just now, I have just arrived in Slovenia with a lot of expectations. Because as Ana was remembering, I was one of the group that came in 1980 to talk about participatory research, which in those days was a very innovative idea, innovative because we were trying to criticize the conventional ways of seeing signs and the conventional ways of creating reliable knowledge. We came to Ljubljana and we had our discussions that sometimes were very strong discussions, and I can tell you that since then, the Council has changed, changed in the sense that elements of the new paradigm of adult education and development began to be recognized as a way out of the crisis that we were trying to face. Now, coming back to Slovenia again, is something that I accept with the same enthusiasm, because we come to an independent country, an independent country which is trying to create a new place for small countries, countries that can have the right to say something mainly in the field of culture in the field of creating and expanding democracy in a deeper way. I can say finally that all of us from ICAE who are coming to this meeting want to thank all of you for the invitation, for the initiative to have this seminar. I am sure that it is going to have a similar impact on all of us that attended the previous, very important, seminar. Thank you very much for inviting us all!

Ana Krajnc

President of the Slovenian Association of Adult Education

Let me welcome the representatives of the Slovenian government, the Minister of Schools and Sports, Mr Gaber, the previous minister of Education, who was a big help in the development of adult education, Prof Dr Vencelj and Mrs Puhar, Minister of Labor, who is I would say an informal adult andragogue. Let me welcome you and say a few words on behalf of the Slovenian Association of Adult Education and on behalf of the Department of Education at the University of Ljubljana. My colleague, who is the Head of the Department, could not join us today. I would say it's very nice to have colleagues, plenty of colleagues who support your work. It's even nicer if these colleagues are your friends. And so I would say it is the nicest if these colleagues friends can assemble and reassemble, meet again. And there are several of you in this hall with whom we have been meeting for the last twenty years, several times. This is a long-term friendship and there are several of you who are not in Ljubljana for the first time, because the International Council for Adult Education had in Ljubljana an international meeting of participatory researchers in 1980, when the dark period of our history started for adult education.

Let me say just a few words, about the Association of Adult Education. At the end of 70s and in the 80s this Association was the only committee or institution which cared about adult education and insisted on the continuous development of adult education. This association of adult educators functions as a voluntary organization. But it contributes a lot to the development of studies for adult educators at the university. It contributed a lot to the creation of this Slovenian adult education institute and it contributed a lot in different small projects. We are happy that we can say today that the representatives of our adult education association were present and were in touch with Professor Robby Kidd from the very beginning, winter 1971 - 72, when the International Council for Adult Education was formed in Toronto, and in later developments. At all congresses of the International Council for Adult Education there was always one or two of our representatives. Since history has changed the position of Slovenia, our situation and the position of Adult Education's Slovenian Association has changed too. Since 1992, we have been accepted, also formally after so many years of cooperation, finally I would say in the European Bureau for adult education, where we have a seat on the executive committee. Our organization is a member of the International Council for adult Education, from this year on also formally.

Now a few words very briefly about what we expect from this conference. We believe as adult educators in Slovenia that it would be very immoral if one person or a small group of people would today dare to take the responsibility to design the concept of adult education: the responsibility is too big and the tasks are much too great for one small group. We believe that only united can we win. If we really pool the resources which are available in different countries and if we manage to function as a kind of world bank, I could say, formally and informally trying to discover the right answers to many problems which daily arise in adult education, then we might come to good solutions and proper results. One thing which is very visible in most of the countries is that adult education is still on the periphery of the society, is still a very peripheral issue. How to make it a central issue is on other problem: how to change priorities? The majority of people in power today in most countries still believe in capital, in machines and technology, in management: to have some very good directors is the best solution. What about a functionally illiterate population? Maybe we are not aware how deeply we depend on the development of human resources, and this is what we will be discussing these days with our colleagues and friends from various countries, to whom we are very grateful. We are very proud of having them here as friends. Finally I would say, not only andragogy, adult education and such issues, but our homes and our hearts are open to you. Get to know our country and get to know our people. Thank you very much!

Rethinking Adult Education for Development

Introductory Presentation by Zoran Jelenc

Cyril O. HOULE *(USA)*:

A wise government should offer as widely variable and as broadly diffused a pattern of opportunities as possible, since the quality of the state depends upon the developed talents of its people.

In the time which I have available I would - after a brief presentation of our research - like in the name of the three authors of the research to offer you some of the findings which may provoke us into participation in the discussions planned for the coming few days at this conference. To gain a few detailed insights into our findings, I would like to invite you to read our contribution "A Synthetic Presentation of the Main Statements Proceeding from Research" prepared by Ana Krajnc, Metka Svetina and myself in the compendium offered. We regret it has not been possible to send it in advace, so that you could have studied the material in detail. As regards the contents, I shall focus on adult education as an integrated system and add different views on the directions in which adult education is changing.

The main purpose of our research was of course a genuine desire to contribute to the solution of some of the basic questions of the perception, conceptualization, determination, definition and meaning of adult education today, and its development prospects.

The reason for posing these questions, which touch upon not only the philosophy, but also the social status of adult education and its professional and scientific discipline - call it andragogy - is very simple. By reading literature, as well as through direct contacts with experts on adult education, we clearly saw that their attitudes - as well as the general attitude of the environment from which they come - can be very different. This concerns not only some perhaps marginal issues, but also the majority of the basic concepts and terminology of this field.

This question leads immediately to a logical and very pragmatic thought: how useful is this inconsistency of attitude - if it proves to be the case in our research - for adult education, its functioning and its institutionalisation; is it possible or necessary to transcend these inconsistencies and to find a common denominator for the subject and the profession; not that we wish to repress the development of variety by seeking uniformity - we are well aware that this would cause damage and would be detrimental to the development of adult education, which has its own specific forms and is adapted to a particular environment - but because we would like to pull adult education out of its shattered condition, which is most probably a symptom of its decay, or of the insufficient configuration of its philosophy, profession, practice and development prospects. Is seeking common ground, a common doctrine, an integrated systemic solution and a development course possible? Is it necessary, urgent, or completely unnecessary?

Our aspirations for this conference were less ambitious from a professional and theoretical point of view, and yet intensive in terms of activity and motivation.

In our research, the Delphi method, suitably adapted, was used.

Our aim was to find out how renowned experts on adult education from throughout the world view the professional field in which they are engaged, either theoretically or practically.

We are sorry if, in preparing our list of collaborators, we have missed some who deserve to be included for their achievements and past contributions to the development of adult education; many people deserve to have their ideas and outlooks mentioned in our study. This concerns mainly young researchers who should, for their achievements, be renowned, but whose names are as yet unknown to us as the organizers of the research. We sincerely apologize to all whom we have not managed to contact.

The questionnaire was sent to 195 experts. We have received 88 answers (50 %). Experts from 32 countries, representing every continent, provided answers.

Of the selected topics on which our interest has been focused, there are three that we also place at the centre of the present exposition of the findings of the research. These are:

- Can adult education be conceived as an integrated system?
- What is adult education, what does this concept really comprise and what precisely is the field of its activity?
- Is it necessary that the concept (concepts) of adult education followed to date should be re-conceived?

In reply to the first question - Can adult education be conceived as an integrated system? - in our research we received highly diverse answers - from claims that no uniform (integrated) system existed through answers conditionally permitting such a possibility to affirmative answers.

Instead of the "uniform system", as it appeared in the questionnaire, a more appropriate term - "integrated" - should have been used.

It appears that at this point we do not have the necessary time to work out in detail what comprises a system. Let us just have a short look at some explanations of the question.

It is meant to denote primarily that a phenomenon or a particular field may be treated as a self-contained whole; and in the case of a system, it denotes a field which, with all its manifested variants, makes up an integrated system. It is not necessary that the manifestations composing this system should be in agreement in the sense of uniformity. A system may be composed also of phenomena highly different but interrelated by such common denominators as: their belonging to the same basic discipline, field of activity, or scientific discipline; the same goals; the same target learner population; the same placement on the social scale, etc. We are accordingly concerned with uniformity at a highly generalized level (therefore the word "integrated" used in the present text is clearly more adequate), at a level permitting us to include in the system phenomena highly different in substance, form, degree or manner of organization.

We believe that the development of adult education as a field of activity and its theoretical extension, the scientific discipline of adult education (andragogics) is significantly dependent upon our attempts to try to answer the formulated question as to whether it can be characterized as an independent and integrated system. In particular, we are seeking to answer whether all the phenomena can be encompassed by the common term "adult education" in terms corresponding to this expression and its significance in other languages. In addition to purely theoretical or scholarly reasons for this, we have also wholly practical ones.

If we define the field as a system and determine what constitutes its systemic features, this will make it possible for us to establish its adequate place within the entire range of the systems needed in and significant for life as we lead it in the world as a whole, as well as in its individual segments, such as geographical, cultural, political, national, linguistic or other units right up to the state and other socio-political units. In this way, the field is enriched by enhanced foundations for determining its status and its developmental possibilities, both from a world perspective as well as from the angle of the needs felt in individual units. Of particular importance is that possibilities are being created for a more co-ordinated directing of the development of the field, i.e. adult education, in these units.

Let us take a brief look at the stand-points and arguments of the authors of the contributions to our research as to whether adult education can be taken as an integrated system or not.

a) One of the most significant characteristics of adult education is its variety and plurality, which applies both to the structure of the institutions and to the differences of choice (forms, approaches) as well as to the individual's freedom in the system (voluntary character, possibility of free options).

Variety and plurality should be maintained and even fostered in adult education, and not in any way hindered.

b) Adult education must preserve its independence from existing structures. If adult education subordinated itself to official structures, it would become dependent on them.

c) Adult education as a field of activity is characterized by exceptionally dynamic growth and flexibility, with the result that it is very difficult to foresee its developmental course.

d) In adult education, there are reflections of the historically determined differences, traditions and social context in which it arises.

On the other hand, there are also plenty of claims for adult education to be an integrated system. In this respect, the following main variants are found:

a) The system is not yet sufficiently developed: it is still in the process of formation with the perspective to be formed in the future.

b) Adult education is not yet adequately understood, and therefore not recognized in all its elements and dimensions.

Many authors already see adult education as a system, regardless of the gaps and shortcomings that still persist.

c) Adult education must be understood as an integrated system with big differences; it is a system of pluralistic organization, both in its institutional-didactic and in its ideological-political dimensions.

d) Adult education includes all kinds of education world-wide; everywhere we find similar forms, types and patterns which can transcend national and international borders.

e) Adult education is, as a term, an analytical construct providing intellectual coherence at a deeper level to activities which, at the surface, appear unrelated or are, in practice, at least taken as such.

Authors representing such views are optimistic. They make positive suggestions on how to better arrange the field into a system: to find common language and speed up communication; to work out a common platform for talks, co-operation and planning, coordination and integration - without destroying the variety and pluralism of adult education; this has to be preserved by all means.

If we cannot make the decision: either adult education is an integrated system or it is not, our rethinking has to be directed to the question: are we then not faced with a different understanding of the question addressed? Here we have two possibilities: a) a different understanding of the very concept of "adult education", b) a different understanding of the concept of "integrated system".

The seemingly integrated concept of "adult education" appears in several dimensions if taken analytically. From the answers of our authors, it is possible to work out at least five more significant dimensions of this concept. The expression may denote:

a) activities and processes of education and learning, and relations within these activities and processes;

b) the nature and system (network) of organization engaged in the activity of the education and learning of adults;

c) goals of the activity;

d) scientific branch, academic discipline, professional field and theory dealing with adult education;

e) a specific field of society and the social system.

Naturally, each of the dimensions mentioned contains a great number of sub-categories, many of which are hard to enumerate in full, let alone define with great precision.

Furthermore, the forming of the idea about the integrated nature of the system of adult education is further aggravated by a series of circumstances, of which I will mention only a few of the most typical.

a) Adult education is clearly a field which is changing before our eyes.

- In adult education, we witness the increasing use of non-formal education.
- Adult education is changing from the predominant process of teaching to various forms of independent learning.
- The activity of adult education has long been extended from professional educational institutions to many other professional and voluntary organizations.
- We cannot speak only of a formal network of organizations and a resulting network of programmes; we speak already of a network which is made up of all the programmes in a given area, and here it is no longer most important which organization arranges them.
- The goals of the activity are no longer limited simply to the classical interpretation of acquiring knowledge where participants work towards a certificate or a qualification or acquire a certain limited amount of knowledge or skills. The goals envisage rather broader dimensions, like the development of a person's personality in relation to the world about him/her, the community he/she is part of and his/her growth as an individual.

  Training individuals for mutual help through learning or training groups towards forming their own style of learning; enabling people to become increasingly free and possible masters of their situations; preparing people for developing democracy in society and for preserving natural values and the quality of life.
- Adult education is not only a field of social activity, but, according to some authors, also a social movement.

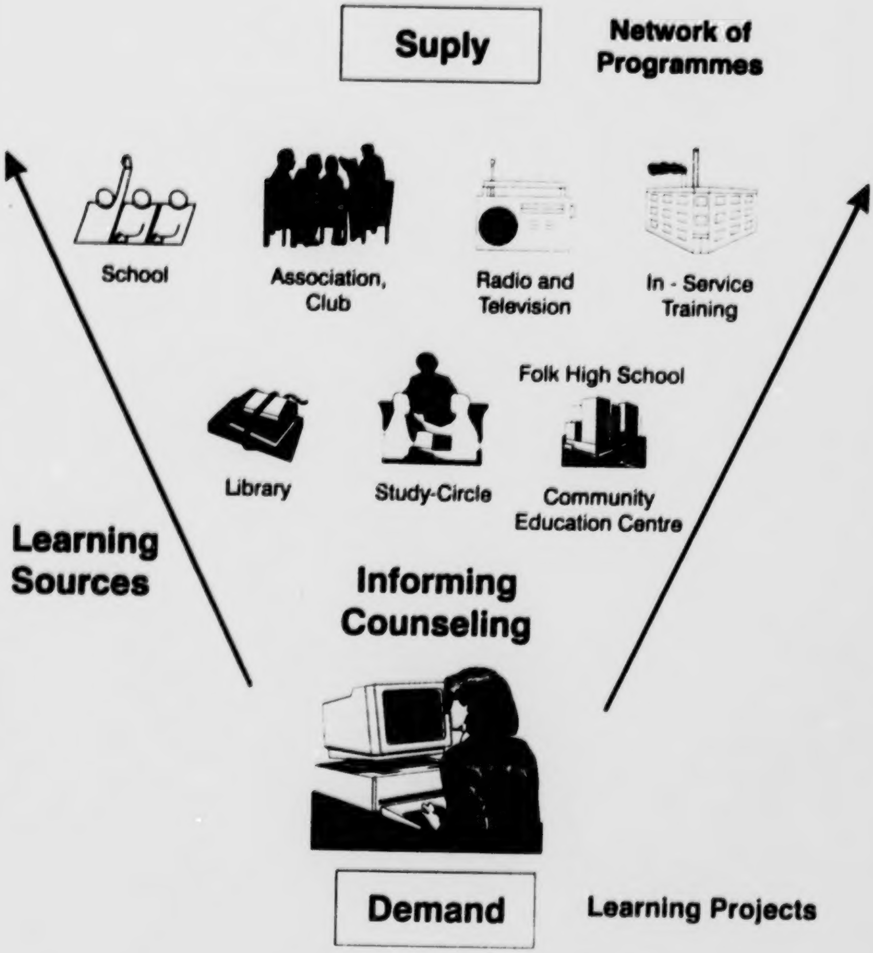
I would like to illustrate further these processes of change through a few cases and schemes which I have myself worked out while studying the question that I am discussing here, and in particular while studying nonformal education, in which I am specifically interested.

b) As significant enrichment of adult education for its subsequent research and development, I find two ideas which have for some time now been arising in adult education but which in my opinion still remain insufficiently explored, not to say that in the applied field they are in many places as yet wholly unknown. These are:

- Findings concerning adults' learning processes as defined by A. Tough in his research of learning projects of adults (1970 and 1979). Here the author essentially expands our previous understanding of adults' abilities for independent learning. I shall not go into detail on these findings here and would rather emphasize the fundamental idea: that through learning projects the adult projects his/her interest into his/her environment, thus realizing his/her possibilities as an active subject (learner); it is the role of adult education here that it provides optimal possibilities for the realization of such projects.
- The second significant enrichment of the recent period is to be found in the role of the community or the organization as the subject or the entity carrying out education and learning. The idea is based on the concept of the learning society, hence a society organized so as best to lead and speed up learning. On this basis, there have developed ideas about learning in communities with names like 'Learning (or Educating) City' or 'Learning Local Community' (community education), 'Learning Organization' - about the organization as a subject and the entity carrying out learning and education, 'Learning University' - about a university founded on learning rather then on teaching; in the future certainly new similar ideas will be added. Thus, as a complement to individual learning projects, group (city, community, organization, firm) projects have been added, not to mention the long-known, rather more global and integrating, concepts like 'Global Learning', 'Everyday Learning', 'Lifelong Learning' (or Education), and 'Learning Society', to mention merely a few of the better known examples. It is a characteristic of these forms, named after the model of 'Learning Society', that these are no longer visionary ideas or forms but living realities which already have their own forms of associating and organizing (e.g. Association of Educating Cities). They are composed of real programmes organized and implemented by people in units (cities, communities, organizations) where they live and work. It is typical that this is no longer adult education composed primarily of programmes of formal and school education, but rather learners have a combination of activities with a predominance of non-formal education and learning connected with other activities of the social unit in which they operate. There is a network of programmes which, at the time of their emergence, were often not inter-related - hence they did not make up a formal educational network - but later became functionally related within the unit in which they operate (city, local community, organization). They have thus in a way organized themselves into a non-formal network of adult education and learning for the needs of a certain social unit (city, local community, organization).

c) If we take together these directions of the developing of education and of the learning of adults, we obtain a scheme illustrating the system of the education and learning of adults that is based on demand (individual and group learning project) and supply (all possibilities of education and learning in a given area).

Figure 1: Adult Education and Learning Demand and Suply


Suply
Network of Programmes
School
Association, Club
Radio and Television
In - Service Training
Folk High School
Library
Study-Circle
Community Education Centre
Learning Sources
Informing Counseling
Demand
Learning Projects

d) The answer to the question about the system of adult education is to be sought in the definitions indicated by the scheme Total Spectrum of Human Learning, which I adapt from Unesco's scheme for collecting statistical data about adult education (1975), adapted for our needs (page 36).

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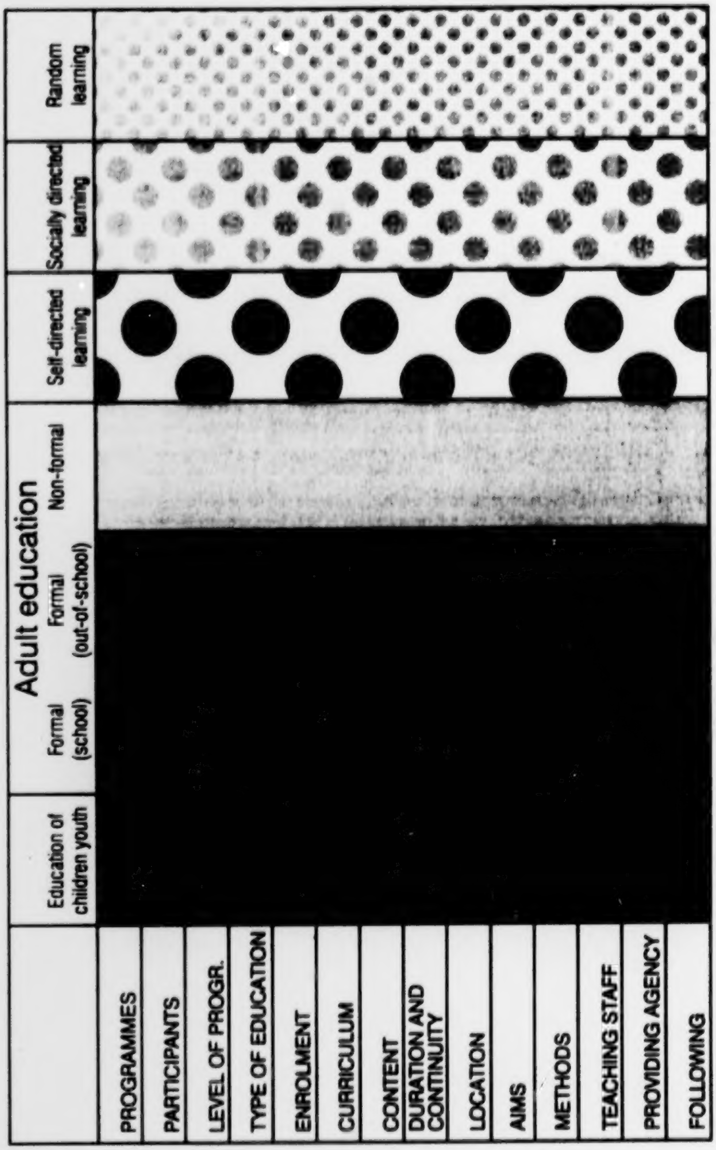
Figure 2: The Total Spectrum of Human Learning



Random learning
Socially directed learning
Self-directed learning
Adult education
Non-formal
Formal (out-of-school)
Formal (school)
Education of children youth
PROGRAMMES
PARTICIPANTS
LEVEL OF PROGR.
TYPE OF EDUCATION
ENROLMENT
CURRICULUM
CONTENT
DURATION AND CONTINUITY
LOCATION
AIMS
METHODS
TEACHING STAFF
PROVIDING AGENCY
FOLLOWING

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A two-dimensional matrix can be used to define all the possible combinations of this spectrum, as follows:

- all kinds of education and learning: initial and continuing, formal and non-formal, intentional and incidental;
- the essential elements of the educational and learning system: programmes, participants, level of programmes, type of education and learning, enrolment, curriculum, contents, duration and continuity, location, aims, methods, teaching staff, providing agency, and following procedures. Each element of the system of the education and learning of adults can be defined on a scale, ranging from 'hard' (derived from characteristics of formal education) to 'soft' (appearing in non-formal education and intentional and incidental/random learning, which refer to the field of informal or non-formal education).

In the schemes of the presentation of adult education, it will be necessary to take into account, more fully than has hitherto been the case, the possibilities that can be shown in the form of a scheme with two dimensions:

- with regard to whether the activity has been planned or not: intentional and incidental;
- with regard to the place (manner) of carrying out the activity: non-institutional (any place, fixed by the individual), in institutions outside the formal educational system, and in institutions of the formal educational system.

Figure 3: Adult Education by Forms of How it is Carried Out

		IMPLEMENTATION (WHERE)		
		outside institutions	in institutions outside formal educational system	in institutions of the formal educational system
PLANNING (HOW)	nonintentional incidental	incidental learning in different circumstances in-formal / un-formal education		
	intentional, planned	self-directed learning, independent learning	nonformal education (formal education)	formal education (nonformal education)

The formation of the adult education system is hindered even more by the fundamental questions deriving from its changes. Besides the fact that in adult education there are various explanations along different lines, dilemmas concerning adult education arise in even more basic elements - the very concept of "adult", and the name most commonly used for the activity - "adult education".

Still, I believe that agreement can be reached here if we find it desirable.

The concept "adult" could of course be defined from various technical perspectives (biological, psychological, legal, pedagogical), and also on the basis of a social agreement or consensus as to who in a particular society (state) is taken to be an adult. Here there is nothing new to invent, as specialists in adult education have already agreed on this: in adult education, we regard as an adult any person who has finished the stage of initial education and has left the educational process, which as a rule is continuous, full - time, and at school (such a formulation has been adopted, e.g. in Unesco's multi-lingual Terminology of Adult Education, 1979).

The second basic concept formulated by the term "adult education" is open to discussion, since it is used differently in different countries. It is not significant what expression we select to denote all the possibilities of the education and learning of adults, but it is significant that the expression denotes all that the adult education system, agreed upon, comprises. Naturally, every language has its own expressions for these, but the common denominators here should be the substance of the expression, which must be agreed upon.

Figure 4: Adult Education by Kinds and Content

	FORMAL	NON FORMAL
GENERAL	LEVEL OF GENERAL EDUCATION	KNOWLEDGE/EDUCATION/SKILLS FOR GENERAL PURPOSES (NEEDS)
VOCATIONAL	LEVEL OF PROFESSIONAL / VOCATIONAL EDUCATION QUALIFICATION	KNOWLEDGE/EDUCATION/SKILLS FOR PROFESSIONAL VOCATIONAL PURPOSES (NEEDS)

I shall here, with your permission, offer a simple scheme of what in my belief any system of adult education should comprise. It is my belief that we should tend towards simplification if we are to find the common denominator.

The categories, which in practice denote continuums and through which we can encompass all the possibilities, are:

- institutionalized - non-institutionalized
- formal - non-formal - informal
- general - professional/vocational (for the purpose of professional work).

The other three questions that we have set ourselves in our research and which we proposed as the subject of discussion at the present conference can, due to time constraints, not be dealt with here.

These are:

- Is it necessary to re-conceive the hitherto accepted (and/or current) concept(s) of adult education?
- What place does Adult Education have in society and in the world?
- To what extent is Adult Education a matter of the Individual's Interest and to what extent is it that of Businesses or Organizations, Communities or State?

But I believe that in what I have said so far, general suggestions for further discussion have been given. A more detailed presentation of the findings will be offered in the compendium of the conference.

With your permission, I would like to conclude my presentation with a few concrete proposals for discussion in the coming days and in the future.

The three-day conference understandably cannot fully solve the demanding questions that we have set ourselves, both in the research and in the programme of the conference. But a meeting of such distinguished experts as those attending the meeting here will be capable of making some decisions for further work. In this sense, it would be appropriate to seek answers to the following questions:

- Is it our wish that everywhere in the world adult education should operate as an integrated system, through which we would join and strenghten our forces for its advancement in the world and in individual countries;
- Is it possible to reach agreement on which professional, theoretical, conceptual, and terminological questions it is sensible to seek common solutions that would lead to better understanding and communication between experts in adult education; this, in the firm belief that all the questions neither can be nor would be appropriately answered and that it is the variety of possibilities and solutions that constitutes the great strenght of adult education;

- Can we find an agreement on how we should help adult education so that it might also in practice - and not only in political principles and slogans - take a place to which it is, by reason of its limitless possibilities for influencing the development of the individual and society, in fact entitled.

In organizing the present Conference, the Slovene Adult Education Centre does not intend to terminate the work started by the research Outstanding Experts On Adult Education. We see a number of opportunities for continuing the work started, specifically:

- To apply our questionnaire (either suitably improved or modified, if members of the conference should think it appropriate) to new groups of experts; we find it particularly purposeful if the same questions were answered by established and sufficiently competent experts who have not yet made a name for themselves in the broader world and are thus as yet unknown to us; authors of the present research will be sincerely grateful for any suggestions of new names that could be included in the project;
- It would be sensible to carry on with the Delphi method in such a way that, after the conference, the answers received would be assessed by narrower groups of selected experts, and that in this way, intense professional work would make still better use of the insights gained;
- It would be necessary to continue with the study of theoretical and terminological issues in adult education; it would be purposeful to establish a research network at an appropriate international organization (e.g. with ISCAE, ESREA), in which activity SAEC would be ready to operate as convenor and stimulating factor.

Suggestions

- Adult education - an integrated system?
- Common solutions that would lead to better understanding and communication
- How to influence the development of the individual and society?
- New groups of experts in our research
- Selected experts in the Delphi method
- Study of theoretical and terminological issues
- Research network - SAEC as a convenor

Reports

Helena **KEKKONEN** *(Finland):*

> *The ultimate outcome of adult education (when implemented successfully) should be an empathetic human being, who is able to critically evaluate the world and society, who is able and willing, in cooperation with others, to work towards making the world more just and human for all people.*

Workgroup I The System of Adult Education and Learning: Definition, Concept, Fields, Terminology

Leader of the Group: Stuart Marriott (Great Britain)
Reporters: Stuart Marriott and Frank Youngman (Botswana)

The group took as its starting point the report *Rethinking Adult Education for Development* (Ljubljana 1993). It framed its own agenda to include the main points raised in the thematic summary chapter of the report, "A Synthetic Presentation", but agreed that the special focus should be on matters of definition, terminology and conceptualization. The dominant concern of the group proved to be the expression "integrated system", and the problem of what meaning could be attached to such an idea in any real-life situation, and among a group of academics and practitioners with very varied backgrounds in adult education.

1 Terminology

1.1 Discussion focused initially on the aspirations and possibilities of people engaged in cross-cultural communication, and on whether it is possible or even advisable for them to institutionalize one common term - such as the English "adult education".

1.2 It is recognized that formalized international discussions have been successfully taking place for more than a generation, since the first Unesco conference on adult education in 1949, in fact. The group suggested that although these meetings have always aimed for a common definition of "adult education", their work is perhaps better understood as a continuing negotiation over an acceptable and productive language for discussion in a constantly changing world of politics, policies and practices. The group agreed that if a single definition is required, then the formulation adopted by Unesco in Nairobi in 1976 seems to remain the most acceptable (see *Rethinking Adult Education for Development, 280*), though it also recognized that as any such formulation seeks to become all-inclusive it risks becoming correspondingly empty of usable content.

1.3 The group recognized that terms in adult education are embedded in local situations and practices, and are permanently marked by the circumstances under which they come into general usage. In France *education populaire* was originally associated with the political Left, and for that reason cannot be directly equated with *Volksbildung* in Germany. An apparently unified term may acquire very different connotations when it is imported into different cultural contexts: the fate of "Andragogy" in Central Europe and the USA being an obvious example.

1.4 Talk about a "uniform system" or a common terminology can be understood in two rather different ways. It may be a search for a common reality underlying historically and geographically disparate activities. It may be a more pragmatic attempt to aid discourse among people from different backgrounds. The group clearly experienced this as a complicated issue. Whilst being sceptical of the "underlying reality" hypothesis, it did acknowledge the persisting desire of adult educators to come together, and the possibilities of shared thematic and problematic concerns among people from different national and cultural settings.

1.5 The group recognized that *translation* is a crucial consideration. To communicate adult educational ideas between cultures inevitably involves some dislocation, as terms are wrenched out of their natural context. In a conference which uses a form of international English as its official language, a process of multiple translation, and multiple dislocation may be taking place. Attempts to address the problem of translation have been made by the production of glossaries, such as the Unesco *Terminology of Adult Education* (1979). These suffer from all the wellknown problems of dictionary-making. In any national context meanings evolve, and may even change quite suddenly. Dictionary entries which claim to be descriptive of current or historical usage may be turned into normative definitions by readers.

1.6 Beyond translation, we must recognize other important complexities arising from cross-cultural transfer. People appropriate terms from elsewhere, for their own purposes, and the terms then become elements in a political and rhetorical process. The group was reminded that in parts of Latin America, progressive educators intent on creating new alignments had adopted the term "adult education", and had deliberately rejected the over-worked and faded "popular education" of customary usage.

2 Strategic Terminology

2.1 The point registered in section 1.6 forced the group to explore the deeper significance of attempts to secure a common terminology. The emerging conclusion was that terms may be used less for "pure" communicative purposes than as important symbols in the struggle for identity and resources. Definitions are used for particular purposes, depending on place, time and political circumstances, to promote conceptions of out-of-school education, and to secure advantages in debates over policy-setting and distribution of resources.

2.2 Definitions are employed strategically by politicians, administrators and adult educators themselves in order to fix identities, stake out territories and mobilize support. A critical examination of these processes would require us to attend also to the ways in which terms are contested, and in which counter-strategies are mounted, for example, in order to deny status and prestige to particular claimants. The other side of the picture, we noted, was that straightforward terms may be avoided, or opportunistically distorted, in order to avoid arousing negative reactions in the host system: the use of "academic-sounding" (but somewhat empty) designations within the Federal German university system was offered as an example.

2.3 This strategic naming is sometimes evident on the international scale, as in the "Education for All" initiative since 1990. Here the naming of "basic education" as a priority by the major international organizations has reduced the funds available to Unesco for systems previously defined as "adult education" and "lifelong learning".

2.4 Thus the strategic use of terms must be interrogated in relation to actual circumstances. Although finding a truly common terminology outside of particular times and places seems unlikely, the discovery of local strategic motives is a matter of real interest, and serves to revitalize what threatens to become a faded concern with words. The group recognized that its agenda was set in the special Slovenian context: the search for a unifying vocabulary and conceptual framework reflected the need among Slovenian colleagues to revitalize and reorganize their system of adult education in the new circumstances of national independence. The work they are doing on "rethinking for development" is a process of naming a field of activity, an important contribution to local restructuring and international repositioning.

3 Professional Terminology

3.1 In discussion it was recognized that the making of definitions is important to the professional field in at least two ways. It serves to identify a manageable domain of research and academic study; it provides occupational self-identity for practitioners. Several models or frameworks were considered, most of which began from a definition of "adult" and a typology of the learning activities in which adults engage.

3.2 The concept of "the adult" was judged to be problematic in the cross-cultural context. The typologies seemed to raise as many questions as they answered. Did they address themselves to purposes (and whose purposes), structures of provision, or categories of users? What was being included or excluded, and why?

3.3 It was pointed out that policy and administrative changes in some Western European countries had already displaced the older term "adult education", and that new terms were being increasingly recognized. There was scepticism, however, whether neologisms such as "post-initial education" could produce any better general terminology; they have little relevance to societies in the South, where many adults never experienced "initial" education anyway.

3.4 Following on from 3.3, it was recognized that the attempt to set an internationally valid terminology for adult education carried the corresponding risk of verbal and conceptual colonization. Such effects have been evident at least since the first Unesco international conference. The tone at Elsinore in 1949 was set by British, United States and Scandinavian experts, and the result was to define for many years what adult education was "really" about. In later years, even with the growing concern for the educational problems of the developing world, the effect of institutionalized ideas produced in the North, with consequent processes of global homogenization, continue to be evident.

3.5. Cultural domination is not only an issue concerning relations between states. It is implicated in adult-educational relationships within societies themselves. Thus, in North America, while a great diversity of adult education attracts superficial public acclaim, its potential as a force for social transformation receives little recognition.

4 A Coherent "System"?

4.1 There was general agreement that the schooling of young people within most countries could be regarded as a "system", and that one could speak of a universal convergence in the systematizing of pre-adult educational provision. "System" in this context refers to organized control through policy, legislation, administration and finance. It means definition and regulation of phases or stages, articulation between levels, integration of parts, standardization of recognized outcomes, and so on. The question then arose of whether adult education could be, or ought to be, a system in comparable terms.

4.2 A sociological mapping of adult education, undertaken without prior assumptions, would in most countries reveal a disparate set of unrelated activities, activities which have not been designed or described so also emphasize generic links between one another. Thus trainers in industry are unlikely to have any connection with or sympathy for local learning exchanges. Patterns of organization may emerge for particular purposes, such as a national campaign of basic education, or continued professional education within a given occupational sector. The group was sceptical, however, whether these could truly be regarded as sub-systems of a wider adult education system; each pattern seemed to operate very much on its own terms. Indeed, in parts of Western Europe there is a tendency for what used to be called adult education to become ever more fragmented and for the bits to become associated with disparate economic and educational agencies.

4.3 The group gave serious attention to the normative question of whether national policy should be to create a more unified adult education system. This was recognized as a key issue in the report *Rethinking Adult Education for Development*, and the perspective here is essentially one of determining the appropriate role for the State in adult education. Should there be a framework of policy, legislation, administration and funding which puts education for adults on a systematic footing, on virtually the same terms as provision in schools and universities? Administrators and practitioners in adult education commonly identify the need for "co-ordination", and the appearance of professional associations suggests a felt need to assert common interests within the recognized diversity.

4.4 The question raised in the previous section appears to be particularly salient in the former socialist countries of Europe. From the late 1940s for forty years, most of these had a degree of systematization imposed by the State and the integrative activity of the Communist Party. Since 1989 there has been a vacuum of organization and philosophy, with uncertainty and conflict over the appropriate distribution of public resources. The old system of adult education may have been thrown out, but the concept of "system" itself seems to offer a promise that organization and effectiveness can re-appear, and that the political and social legitimacy of adult education can be reasserted. Examples of current aspirations from the Baltic republics and Slovenia seem to support this analysis.

4.5 Thus we could say that long-standing arguments about the desirability and feasibility of bringing order into the diverse field of education for adults have surfaced again, in the special circumstances of the new states of East and Central Europe. This development also gives fresh meaning, in the particular context, to old concerns at the international level of discussion about the right of citizens to life-long educational opportunities, and the codifying of rights through legislative intervention. A particular dilemma of the 1990s is that such ideas need to be able to attract attention in a political-economic climate of retreat from State provision and publicly organized "welfare" and "equality".

4.6 This emphasis on the statist route to securing the legitimacy of adult education does have its dangers, however. The group drew a distinction between the institutions of the State and those of civil society. In many countries, North and South, there is a significant sector of non-State (autonomous, voluntary) organization in the field of adult education; many of the independent bodies have emerged in order to articulate the interests of their members (often the poor and excluded minorities) in the face of inaction or indifference on the part of the State itself. Not surprisingly they are frequently excluded from the mainstream of conventionally recognized adult education, lack resources and prestige, and are the "missing voice" in policy debates.

4.7 Since these agencies often represent a pluralistic world-view, and may act as a counterbalance to the established, mainstream agencies, how could one justify trying to press them all into a "uniform system"? The group proposed a rather different way of approaching this issue: the "policy" challenge of the present time is not to seek an answer by equating system with regimentation; it is to invent a system based on new kinds of engagement - networks for example - and particularly those which support the articulation of the state and civil spheres. This appears to be the case across a wide range of national political traditions. The emergence of a concept of "partnership" in the Republic of Ireland was noted, as was the use by the North American Alliance for Popular Education of "coalition" as a means of strengthening non-official activities in order to achieve goals of social change. The theme has been placed emphatically on the agenda in what used to be "Eastern Europe", where the rise of new movements based on free association and initiative within civil society has contributed to the collapse of State socialism.

5 International Expertise and National Context

5.1 The group felt it must give some critical attention to its own function and status. The reason for its (temporary) existence was the request from the Slovenian Adult Education Centre for an external and authoritative perspective on its own approach to the development of national adult education. At one level the attempt to learn from the considered and distilled experience of others is a valid and useful exercise. At another level caution is advisable. Experience from countries of the South is that external models are offered through a relationship in which there are dramatic inequalities of economic power, so that rather than there being free choice in the transaction, the model of development is in effect imposed from outside and with significant "strings attached". In relations between North and South the effects of differential power are obvious and well recognized. What is new, however, is a kind of colonialism within the European countries, as evidenced by the relationship of the German Federal Republic to the former GDR and to Slovenia, and more generally by the activities of the IMF and the World Bank.

5.2 From the perspective of the North it is usually assumed that cultural transactions between independent countries do not involve relations of subordination. Yet the economic needs of the former socialist countries inevitably distort cultural relations with their western neighbours. The former socialist countries may seek benevolence from their capitalist neighbours in the attempt to chart a new path of "development", but there must always be a clear-sighted awareness of how benevolence may be qualified by imbalances of economic power and political interest. The problem of "experts" is relevant here because so often the ideal of sharing among equals is not respected. The importation of "expert knowledge" can be disabling, particularly if it is based on the assumption of the "*tabula rasa*". It is important to acknowledge that the period 1947-89 was only a phase in the longer cultural history of Central and Eastern Europe. Those countries have their own history and traditions of adult/popular education, which should not be forgotten in the drive to build for the future.

5.3 Constantly the significance of *context* impressed itself on the discussion. To be able to communicate across languages and cultures, we must define the terms we are using with regard to the particular context in which they originate and in which they realize their full meaning. "Context" may be a matter of sub-culture, national polity, or even region. An exaggerated respect for global definitions may dull sensitivity to legitimate diversity and cultural difference.

5.4 The elaboration of appropriate conceptual and organizational frameworks for adult education has to be undertaken in specific national (and sometimes regional) settings.

The development of adult education for the future Slovenia must seek to identify the kind of society which is to be built and the forms of education outside school which will support this vision. In parallel the emerging conceptual and operational definitions must be deployed to secure social, political and financial recognition and resources.

6 The Project 'Rethinking Adult Education for Development'

The group discussed a number of proposals for reinforcing and extending the present research project:

- The existing Delphi study should be put through an additional cycle immediately. Colleagues felt that as a result of taking part in the Ljubljana conference they wanted to reconsider or revise the responses they had given to the original questionnaire.
- Non-response had been an obvious problem in the original research. It would be valuable to undertake some kind of follow-up to locate and question previous non-responders and compare their reactions with the material already collected.
- A particular problem with the original research (judged in terms of its own objectives) was the relative absence of certain important experiences and voices. Thus there was under-representation of the South, the Far East, women, and adult learners themselves.
- As a result of the Ljubljana conference there was clearly an opportunity to develop a more finely-tuned questionnaire, possibly several new questionnaires for different purposes.
- In the context of 'Rethinking', it was suggested that a parallel study could be done of younger, more engaged adult educators. They would not be 'outstanding experts', but they would be the people from whom effective rethinking was likely to come.

In general the group applauded the initiative taken by the Slovenian Adult Education Centre, and trusted that means would be forthcoming for the further encouragement and support of its work.

Workgroup II Pedagogy and Andragogy: Relation between the Education of Children and the Education of Adults

Leader of the Group: Jost Reischmann (Germany)
Co-leader: John Henschke (United States of America)

1

Comparative research confirms the global fact that adult education exists as a growing field of practice, comprising learners, "educators", programs, and organizations. The central question under investigation in working group II. was whether on top of this field of practice there exists a set of theories that form a genuine professional, scholary, academic discipline for the education of adults, in some languages called "andragogy" - and how it relates to "pedagogy".

2

This was the smallest of the four working groups. Does this mean that this question is no longer of priority to the experts? Or that it is solved? That it is unsolvable? Or that it makes little or no difference whether it is solved or not?

3

In our work on the pedagogy/andragogy controversy, we searched for a definition of "pedagogy". A preliminary clarification could be reached by using the Webster-dictionary of the American language that offers two revealing definitions: "pedagogy: art and science of teaching" and "pedagogue: a teacher, esp. a pedantic one". (!)

It seems that many critical discussions of adult educators (including the widely cited list "Comparison of Assumptions and Design Elements of Pedagogy and Andragogy" by Malcolm Knowles 1971) refer to the second connotation, not to the theories that were developed in centuries of pedagogical science. As a result of this discussion, it is recommended for further discussion to discriminate between the two connotations: Do we talk about:

a) an elaborated scientific discipline, or

b) a poor/pedantic practice?

The participants agreed that too much adult education today is executed like school-training (or even worse).

4

Focusing on the term "andragogy" (which in many countries seems to be known only to the experts) the group shared the experience (which surprisingly was not found in the "Outstanding Experts Studies") that from **outside** (for example teachers, professors of social science, and the public) adult education is not seen as a specific or characteristic field of theory and genuine practice. Andragogy is not perceived as a distinct academic subject and a practice with own characteristics.

From **inside** (professors and experts of adult education) without any doubt and without exception the insiders clearly feel a specific andragogical identity in theory and practice. It is claimed, that:

a) a relatively consistent and reliable body of knowledge exists, and futhermore

b) this is different from school education.

This leads to two conclusions and recommendations to the scietific community of andragogy:

4.1 On the strategic level, it seems urgently necessary to make these specifics of andragogy more visible - to claim loudly and clearly a distinct field of practice and theory. In this regard, the "Outstanding Experts Research" could list and group the specifics of adult education identified by the experts; making the main arguments easily available would contribute to the outside and inside identity of andragogy.

4.2 For the internal discussion between andragogy, it was suggested not to limit "pedagogy" unfairly to poor/pedantic practice. Pedagogy as a scientific discipline never claimed to treat children childishly, to make them dependent, or to limit the educational activities to transmission techniques. It seems helpful to check the theories, methods, and research that pedagogy as science of education has developed, and to sort out what is also valuable for adult education.

5

Tentatively, some examples are given for these categories:

5.1 Specifics of andragogy (pedagogy of little help):

- horizontal relation teacher-learner
- life context of learner and motivation
- focused on "making the learners learn" instead of teaching
- supporting the learners to find their own goals and methods, leaving responsibility on the learners' side

5.2 Specifics of pedagogy (little or no application to andragogy)

- Outside standards, i.e. educational measurement, compulsory curriculum

- school organization, i.e. classes, full-time grades, drop-out
- punishment, behavior problems
- developmental psychology

5.3 Pedagogy can be helpful for adult education (but sort out)

- toolbox of methods
- historical experiences, i.e. professionalisation of education
- classical authors (i.e. Comenius, Humboldt, Dewey,...) dealing with general problems of human education and transformation
- heuristic patterns for educational problems, i.e. controversy of training vs. education, technique of describing objectives, didactical analysis of content.

6

The working group could not test wheather the developed categories can be used as an analytical structure for question 2 of the "Outstanding Experts Research Project" - but it seems worthwhile to test it.

This group decided that the discussion in educational literature on both andragogy and pedagogy warrants continuing scientific inquiry into the contents and underlying concepts and efforts to using and clarifying both terms. Although the term andragogy first originated one hundred and sixty years ago, and the term pedagogy emerged perhaps a hundred years earlier, both refer to the basic human life process "of becoming a person". Continued probing into our foundations could serve us well as we support members (both adults and children) of our global society on their lifelong and lifewide way of learning.

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Workgroup III The Status of Adult Education in Different National Policies and Worldwide

Leader of the Group: W. M. Karunaratna Wijetunga (Sri Lanka)

Question: What place does adult education have or should have in society? In your country? On a global scale?

1 Process

The group focused on the main question by reacting/responding to 16 subsidiary questions prepared by the moderator. These subsidiary questions ranged from definitions of many of the key words in the main question, as well as other key words and terms arising from the subsidiary questions, and in addition a range of issues raised explicitly by the main question.

2 General Remarks

2.1 The group expressed some concern in having to examine global positions, with ten participants in the group, drawn largely from the West and from the developed countries.

2.2 The group expressed its reservation on the term 'Adult Education', since it appeared to equate "Adult Education" to a commodity, with all its market-oriented implications. It was suggested that "Education and Training of/for Adults" would be more appropriate, and also would be compatible with the current term 'Education for Children and Young Persons'. It would also suggest a continuum, both in terms of policy-formulation as well as the Unesco Declaration of the Right to Learn as a fundamental human right. (Note: 'Learning' would include both education and training, while training itself would not be narrowly defined, but perceived in a multi-dimensional sense).

2.3 While accepting the Right to Learn, the group also recognised the limits to its total application insofar as beneficiaries, access to resources, and provisions of learning opportunities at all levels to all persons go, given the constraints of resources, diverse needs and expectations, and the magnitude of the task.

2.4 Since "learning" by persons takes place at all times, with or without outside intervention and motivation, what should be more explicit as regards the Right to Learn is the right to organised learning opportunities. Organised adult learning however should have an integrated approach and include principles and methods of adult learning.

2.5 The group also expressed its reservations on the term "Broader Development in the World" as being rather ambiguous and therefore inappropriate under the circumstances.

2.6 Re 'status' of adult education in the society, the group was of the opinion that it would relate to 'Policy' in respect of public authorities, and to the degree of involvement of people, as learners, providers, volunteers etc, in any given society.

2.7 In terms of 'responsibility' for providing both access and resources, for the education and training of adults, the Ministry of Education is not the largest provider in most situations and that it should not be considered as an exclusive responsibility of any single public authority. Instead, at the state level, it would be a multiplicity of providers, such as the Ministries of Education, Labour, Social Welfare, Youth and Sports, Women's Affairs, Health, Agriculture, Science and Technology, Culture and Religious Affairs etc.

2.8 The group was not in favour of 'compulsory' education and training for adults, while conceding that increasingly there is an element of implicit compulsion and compelling reasons for adults to acquire education and training, as well as in the provision of access by diverse providers.

2.9 Considering that access to learning alone would not suffice, it would be necessary to provide a learning environment and suitable learning materials, motivate learners, provide community leadership and support, and a great degree of learner's ownership and participation at all operational stages and at all times.

2.10 Adult education is characterised by its universality, plurality and diversity, providing both richness and vitality, and also weaknesses.

2.11 In promoting, adult education enhanced state/non-governmental organisations/ private sector support should not lead to an erosion of individual freedom in respect of learning; on the other hand, there should be a corresponding decrease in external control and centralisation.

2.12 Significantly enough there is an ever-increasing demand for access to learning, including training, resulting from economic, political and social changes, developments in science and technology, migrant populations, political and natural upheavals and disasters, increasingly ageing populations, and inherent weaknesses in formal school education.

2.13 While demand is increasing, there also appears to be an emerging global trend towards the gradual withdrawal of the public authorities from their commitment, and financial support, for social development, particularly education, and leaving it largely to non-governmental organizations, communities, and private sector enterprises.

2.14 Given these emerging trends and developments, there is a need to:

a) organise and assist people to articulate their learning needs and access to organised learning,

b) advocate increased responsibility of public authorities for financing access to learning, without actual control and centralisation,

c) develop mechanisms to monitor and evaluate provision, access and quality,

d) provide information to policy-makers and adult educators for further improvements and enhancement,

e) promote peoples' initiatives, from grass-roots upwards for all aspects of adult education, including policy formulation,

f) advocate greater international responsibility for developing global policies; higher status for adult learning, both nationally and internationally; periodic review, with an indexing of performance of national states; and identification of significant gaps and disparities. In this respect, quantitative studies alone would not suffice. What is needed more is the assessment of the national system and structures and the qualitativeaspects.

2.15 Taking into account the complexities of defining "Nation", the group felt that this required some sensitivity, and should not be solely guided by technicalities, such as 'national' boundaries.

3 What 'Status' does Adult Education have in Society? In your Country? Globally?

Note: 'Society' to mean individuals, groups, communities, peoples' organizations, enterprises and state authorities, at different levels.

3.1 At present at the level of public authorities, adult education has low status and a marginal place in most societies, in terms of:

a. legislation and policy formulation,

b. national and state education systems,

c. resource allocation,

d. organisation and provision of learning opportunities,

e. staffing and staff development,

f. access to and provision of suitable learning materials.

On the other hand, at the level of people, adult education is considered important and with the potential to improve their lives.

3.2 There exists a wide gap in terms of:

a. provision and organisation of education for children and young persons on the one side, and adult learners on the other side,

b. intensive legislation and their practical applications,

c. declared ' importance' and actual practice,

d. learning and training opportunities for the more privileged in society (eg. the educated, employed and employable) on the one hand, and those who are outside the 'system' on the other hand, and disadvantaged groups in particular.

4 What Role should Adult Education have in Society? In your Country? Globally?

4.1 It should play a more significant role in terms of:

a. declared and effective political commitment and accountability re-performance, and with provision for periodic review,

b. enhancing human development,

c. meeting individual and societal needs for learning,

d. legislation supplemented by suitable instruments for actual implementation, linked mainly to financing,

e. a policy on education and training of adults in all organizations, both public and private sectors,

f. an integral part in national/state education system,

g. a percentage of national/state budget, supplemented by alternative financing,

h. meeting in particular the learning needs of more disadvantaged groups in society,

i. opportunities at all levels for sharing experiences and cross-cultural learning,

j. a policy on education and training of adults in relevant international organizations and agencies, and in all multinational enterprises,

k. while recognising the significant contribution of Unesco and International Council for Adult Education, in this respect, the need for continuing advocacy by international organizations to enhance the status of adult education, both nationally and globally.

Workgroup IV Basic Institutions/Organizations Influencing the Need and the Progress of Adult Education, their Role and their Possibilities

Leader of the Group: Ana Krajnc (Slovenia)
Reporters: Margaret A. Charters (USA) and Kjell Rubenson (Canada)

A group of 15 - 20 participants representing Eastern and Western Europe, North America, Asia, New Zealand and Latin America, about one-half of them women, shared stimulating discussions of three areas of adult education: policy, research and praxis. The participants recognized that there are major national differences but that the issues and forces are interconnected.

One conclusion was that there is broad common ground, including the following:

1. Every country is dealing with the fundamental changes wrought by the shift from an industrial to an information age.

2. Major demographic shifts are occurring world-wide, primarily related to the evolution of the "Third Age".

3. Globalisation, concurrent with the development of large trading blocks and the restructuring of national economies is having profound influence on adult education.

4. The diffusion and initiation of adult education is occurring beyond its traditional boundaries. Many spheres have influence including the political, economic, leisure and media areas. Often the praxis of adult learning in these spheres is not referred to as adult education at all. Consequently some new paradigms of policy setting and delivery are needed.

The group also concluded that there is a continuum of responses among countries to some common issues depending on the relative importance given to tradition versus new trends in the current political, economic and educational environment. Two of the issues that need to be looked at more closely in relation to adult education are 1) privatisation and 2) national policy determination.

1 Privatisation

Privatisation is occurring at different rates not only in the economic sphere but in education and adult education itself. This process is creating a huge demand for new information and continuing education for adults. The focus of the workshop discussion was on the new roles being played by private and voluntary organisations that used to be performed in the public sector. Concerns relate to the quality of services being delivered (by non-professionals) and the degree of access or "right" to services provided. ***(There is also an increased use of non-tenured faculty on short-term contracts without any job security sometimes referred to as the "proletarianisation" of faculty.) Advantages relate to the possible increase in programming due to the infusion of private dollars and its accountability because this method of delivery may better reflect the needs of the people than public programs do.

Models were varied and in flux. New Zealand is currently experiencing extreme privatisation where even public formal education is being privatized. The United States, traditionally with a more private than public sector approach, is shifting toward the public sector in the healthcare area yet encouraging business co-operation in education. Canada is using a model of collective vouchers where public dollars ***(previously allocated to community colleges are now being allocated to voluntary organisations and business who may or may not contract with an educational institution.) Latin America is finding neither traditional formal non non-formal*** education useful as it left large groups outside the economy and created a two-tier system where only a few had access to "good jobs". It is moving toward voluntary self-education for self-employment. Countries of the European Community are harmonising systems and regulations. Central and Eastern European countries are wrestling to find a balance in new education delivery systems in the dramatic shift from centrally planned to more open political and economic systems. China is maintaining central planning in the political sphere while privatising the economic sphere.

2 National Policy Determination

Traditionally adult education policy has been handed down from central governments through a network of professional adult educators. Educational priorities have been looked at differently in the North and the South. World-wide, the macro framework for adult education has been influenced by international organizations such as UNESCO, OECD, IMF and the World Bank. They deal with central governments. The more dependent a country is on outside funding, the greater the influence of these organisations in setting policy. Cases in Estonia and Latin America where priorities of international and local organisations differ were discussed. While the European Community has responsibility under the Treaty of Rome for promotion of the economy, but not education, it is loosely interpreting the line between the two in distributing its considerable funding.

Tradition in adult education has been to separate the two worlds of personal and vocational development, (civil society and the world of work). Funding come in two streams. Some international organisations such as UNESCO emphasized the humanistic goals, the OECD and others promoted adult education as an instrument for industrialisation. Today these two streams appear to be merging in the need for lifelong learning in a rapidly changing environment where technology has speeded up the process of both product introduction and communication. Multi-national corporations with an interest in human resource development and an infusion of money have emerged as major players on the adult education policy making scene. Concerns about over-emphasis on vocational education appear to be dispelled by studies of spending patterns for adult education over the past two years. The European Roundtable of Industrialists issued reports on lifelong learning that dedicate 2-3 % to in-service education with three priority areas: 1) new technology, 2) human resource management and 3) language training. The industrial position is that everything is changing and now people must be trained for lifelong learning. ***(While there are some positive developments, there are also signs that the possibilities are unevenly developed and that large groups still, at best, receive only a form of on-the-job training that does not prepare them for life learning.)

It was pointed out that different organisations have different influence at different levels of government, national, regional and local. However, overall policy is set and decisions on aims and goals for adult education are made outside education. *** Also, much adult learning takes place around issue focuses which are not called "adult education" at all. *** In this environment, a unit like the Slovene Centre for Adult Education with contacts across Ministries and linked to the academy as well as the world of practice is unique and extremely well situated to engage in fundamentally oriented policy research.

The role of adult education

In this rapidly changing environment, adult education was seen by workshop participants as a process, rather than a product, a catalyst needed to assist in the transition between past traditions and modern changes in societies. Adult education is a dependent field. It depends on the need for continuing lifelong learning in response to current issues, such as societal and global change. Called by many names, not only adult education, the field is expanding. The process of adult education is focusing around different issues but the discipline is not declining. Policy decisions, goals, aims and principles for adult education are being set in other contexts outside education. The system of adult education is not autonomous. A typology of factors influence it. While policy was traditionally handed down from a central source, it is now developed in various sectors of the society including the people themselves. The role of adult education is one of a middleman integrating the positions of those who play important policy roles and the expressed needs of adults. Adult educators need to develop a new paradigm of listening, not just speaking and prescribing. Yesterday's programs do not work for tomorrow's people.

Important players in this age of telecommunication are the media. They have their own priorities. Part of the role of adult education is to influence the media to further the goals of continuing education.

Reference points for research in adult education still come from inter-governmental organisations. OECD country studies have influence. Universities and training centres have influence by employment of graduates, but no direct effect on policy. Research tends to be funded strategically, legitimating policy. Forums and public debate are initiated by research in some countries. Adult educators need not only to study what is being done in their own field but also to monitor research in other parts of the university where new issues will call for continuing education.

Most activity (praxis) may be taking place in training centres like high schools, factories, and new institutions. They are so busy participating to justify their existence there is little time or space for research, reflection or policy making.

Final Report[2]

The Conference was held from October 6 to 9, 1993 at Cankarjev dom Cultural and Congress Centre, Ljubljana, Slovenia. It was organized by the Slovene Adult Education Centre under the auspices of the Slovene government. The Conference was financially supported by Unesco's participation programme.

In the plenary part of the Conference 104 participants (48 from abroad) took part, and in the group work 66.

The main purpose of the Conference was to make a survey of current attitudes towards learning and education of adults, to define the place and role of adult education in national policies and worldwide, and to assess its potential for further development.

In the plenary papers these issues were dealt with from the point of view of West-European economically developed countries, from the point of view of the former Communist countries of Eastern and Central Europe, and from the point of view of the economically developed countries of Asia and the less developed countries of the Third World (Africa, Asia and Latin America).

The work of the Conference was carried out in four work groups dealing with four thematic fields:

First group: the system of adult education and learning - definitions, concepts, areas, terminology;

Second group: the relationship between the education of children/young people and the education of adults;

Third group: the position of adult education in different national policies and worldwide;

Fourth group: basic subjects which further the need for and the progress of adult education, its role and possibilities.

Each group prepared a final report on its work expressing its position towards the topics under discussion and offering suggestions for further work on them.

From these reports we can present the overall results and findings of the Conference:

- the themes examined are of great interest and the discussion of them at the Conference was highly productive;
- while it was not possible to expect the Conference to provide answers to all unsolved questions and offer solutions, it is very important that it encouraged rethinking on the part of notable adult educationalists from all over the world about

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[2] The conference report has been sent to Unesco even before the official group work reports were ready, therefore a tape recording from the final plenary session was used.

the topics under discussion and that it gave impetus for further activities aimed at finding solutions and that with this purpose in mind professional preparation has been carried out (results of the completed investigation Outstanding Experts On Adult Education);

- there exists an obvious need to find a common language, for interrelations, for searching for a common basis that would help us design and shape our policy, systemically to regulate and co-ordinate adult education troughout the world while at the same time to respect and pay regard to the differences and specifics of this kind of education wherever appears, as its special wealth lies in its plurality, variety, flexibility and continuing development;
- Unesco's definition of adult education dating back to 1976 continues to be valid;
- adult education and andragogy doubtlessly have their specific contents and ways;
- the need for adult education is increasing globally for numerous reasons, whereas public concern for adult education is in many regions on the decline - and therefore greater social support is necessary;
- the starting point for coping with the position of adult education should be the right to learn (as adopted in a Unesco declaration), to which all people are entitled;
- special care has to be paid to certain underprivileged groups of the population;
- in developing adult education specific social as well as individual needs have to be taken into account and have to be interrelated;
- it is necessary to work towards a greater international responsibility for the developmental policy of adult education in the world;
- the basic subjects promoting the development of adult education are clearly the following: the state, organizations interested in it and the individual; the models used so far are invariably not acceptable in view of the changed circumstances currently arising;
- while the problems of adult education may be similar everywhere there are forces at work which work towards the integration of the field.

The starting point for the Conference was the results of the research work carried out at the Educational Research Institute and at the Slovene Adult Education Centre in the years 1989-1992. Here a specially designed questionnaire (Delphi method) was used to gather opinions from 89 internationally recognized adult-education experts about some fundamental conceptual issues concerning the development of adult education both as a practical field and as an academic discipline. In terms of the number of countries included (32) and the experts responding, the study ranks among the most comprehensive works carried out so far in the field of adult education worldwide.

The results of the investigation and relevant professional explication, together with specific contributions for the Conference, have been published in the Conference Proceedings, in Slovene and in English.

At the Conference numerous suggestions for the continuation of the research were made. It was particularly recommended:

- that the research be continued by carrying out a further stage according to the Delphi method: to enable the authors to rethink their answers, possibly to complement them on the basis of the Ljubljana conference;
- that it is highly important and necessary to continue the professional discussion started by the Ljubljana conference; it was proposed that such discussion should also be held in Ljubljana;
- that in this research further new researchers be included: authors that did not answer the original invitation and others, in particular: younger research-workers and experts from the adult-education field, representatives from other continents (from the South, the East) to counter-balance the predominance of experts from Europe and North America, and more women;
- that in the research people taking part in learning or training also be included;
- that for the continuation of the research and for the new goals set, the questionnaire used hitherto be modified accordingly;
- that we should stimulate permanent co-operation not merely among research-workers but also among institutions dealing with the concept and development of adult education (following the model of the Slovene Adult Education Centre); these institutions should hold meetings in the various countries in which they operate.

The most general aim reached at the Conference was the unanimous support for the view that in the endeavours to tackle these questions it is necessary to combine and integrate the forces of all the experts working in the field of adult education. For the opportunity offered for all this by the Conference in Ljubljana the organizer and Slovenia received ample recognition.

Zoran Jelenc
Chairman of the Organizing
Committee

Additional Papers[3]

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[3] All the papers (contributions), published in this place have arrived too late to be included in our first "Rethinking Adult Education for Development" papers collection. Mr Paul Wangoola and Mr Ettore Gelpi's paper have been listed at the beginning (first and second places consequently), as they were asked by the organizers to present them ahead; all the other papers have been arranged in the alphabetical order.

Kjell RUBENSON *(Sweden/Canada)*:

> *The overriding goal is how adult education can, together with other measures, be an instrument to create a better and more democratic world for people to live in.*

Adult Education, the African Crisis, and the Role of African Association for Literacy and Adult Education (AALAE)

Paul Wangoola
Kenya

1 Introduction

This paper attempts, in these few pages, to explain the meaning and role of adult education in the context of African reality, and within the constraints imposed by the global economic system. It further attempts to expound the African world view as it confronts the dominant global economic system, and the resultant effects of this encounter. AALAE's efforts to contribute to this encounter are also discussed in greater detail as they provide a living example of what is visionary, feasible and attainable in today's climate of diminishing resources for social services, impoverishment of the general African populace, and degradation of the resource base on which the overwhelming majority of African people directly depend for their livelihoods.

2 The Global Scene - Setting the Stage

We are living in a period of great epochal upheavals, changes and transformations. Everything is on the agenda, demanded by one quarter or another. It seems nothing can be postponed; everything is priority in one quarter or another. We are witnessing the end of one epoch, or at any rate a dangerously worn-out epoch, and the labours and pains to usher in a new one. The nature and form of the new epoch will depend on the role and balance of social forces between and among the principal actors. The Soviet Union and the Warsaw Pact bloc are no more. Ideas and institutions which have called the shots for the last 50 years and more have been challenged, often to the core. The most rotten, contradictory and obsolete have given way, e.g. the Soviet Union, while the rest have readjusted to find new levels, to avoid obsolescence and buy time, in the hope that their order will last for a thousand years. The realignment of Europe into the European Union, and the regional concentration of United States power in the form of the North American Free Trade Area (NAFTA) bringing together the United States, Canada and Mexico, are a case in point. The realignment of Asia (the Pacific Rim) under Japanese hegemony, the manipulation of the United Nations Security Council to justify big power hegemony, and the total and open disregard of national sovereignty and territorial integrity, on a selective basis, illustrate cases of changes and transformations experienced by different nations and institutions. Where reason used to reign, and common sense prevailed, integrity was an inseparable ingredient of a person's character, and morality part of one's cardinal virtues - all these have been thrown overboard. In their place we have the so called market forces - blind, overpowering, impersonal, hegemonistic, unethical, individualistic, greedy,uncontrollable, merciless, big business manoeuvres. They represent and nurture the most venal, and basest of human characteristics.

In all this, Africa stands out as the continent hit hardest by these "market forces". She has not been able to get her act together. Instead, we have civil wars - in Angola, Mozambique, Liberia, Somalia, to name a few - tearing her apart. Most of these wars are instigated and fuelled from outside, using internal collaborators, in order to control and exploit Africa's enormous resources of oil, timber, diamonds, gold, uranium, copper, and other strategic minerals, as well as export her educated "brain" power at a fraction of what it cost to educate and train. The "market forces" are having a field day in the continent, riding unbridled and roughshod over the dead and dying, extracting enormous resources to repay the loans most of which were spent buying weapons to suppress and kill the people.

The debt has become so burdensome that most African countries have abandoned the traditional role of states to provide education, health, clean water, security services, etc. They have surrendered everything to the international creditors with the end result being that Africa exports more capital to the North in the form of debt repayment than the latter does in investment and further loans. In fact she can take no more loans.

This deteriorating economic situation has sparked civil unrest and wars, famine, environmental degradation, disease and a myriad of other social ills and stresses. Together, they present a very dismal picture of our continent. Governments no longer care for their citizens. Pandering to the whims and dictates of their creditors, most African governments violate their people's human rights by enacting draconian laws to keep their people under tight rein, thus exacerbating an already grave situation. This is the backdrop against which the adult education movement in general is operating, and AALAE in particular.

3 The Regional Level: Developing the Concept, Framework and Strategies

Historically, in Anglophone Africa at least, the adult education movement is a post World War II phenomenon, having been an offshoot of the university-based extramural departments. It was a service conceived from top, and operated in a top-to-bottom fashion, with little or no regard for the basic needs of the target groups.

When the adult education movement was created, it was initially led byuniversity-based people who also determined the curricula. In fact, adult education was used as a tool for control of what adults were taught and learned. In this way, the post-war colonial governments were able to control the knowledge base, and graduate adults into a world of their own creation and control.

Later, with independence, adult education took on a new character. Sections of it came under Ministries of Culture, and others under Education. A developmental component, e.g. health, nutrition, childcare was added. By and large, it was government-driven and, to some extent, bureaucratic. During the 1970s, a new ingredient was introduced into the management of adult education - the entry of NGOs into the area of literacy and adult education. This is also about the time when AALAE's predecessors - the Afrolit Society, and the African Adult Education Association became operative.

We in AALAE regard education in general as the product and property of a given society, which it uses to run, manage, control and develop itself, in accordance with its own objectives and goals.

During the colonial period, African education, in the very broadest sense, was banned, and a colonial concept and system of education imposed. The primary objective was to destroy the African belief and value systems, world outlook, culture and self-identity. This the colonialists almost succeeded in accomplishing. But with independence, among the first tasks of education was the revival of the African value system and other aspects which had been banned by the colonial powers. Within a short period African history, geography, languages, music, dance, drama and authors had found their way into schools and training institutions across the continent. Also adult literacy programmes were launched, sometimes attached to development projects, sometimes just by themselves. In all, several countries experienced real growth in literacy rates, contributing to improved standards of living and quality of life.

This freedom to experiment had a positive impact on adult education programmes. AALAE and many current member national education associations took advantage of the freedom and space provided by governments to explore new ideas and implement new experiments and approaches in the field of adult education. This freedom and free space were exploited to the fullest by AALAE.

AALAE believes strongly that adult education is a liberating and transforming tool for Africans, whose value systems and world outlook had been systematically banned and destroyed. We use adult education for self-discovery, to restore our self-esteem, identity and self-confidence as Africans - Blacks whose history, place and role must be acknowledged and recognised by others in the rest of the world.

We do not impose our value systems and world outlook on others, and do not expect, nor do we accept, the imposition of other people's cultures, religion, and way of life, on us. We acknowledge pluralism, practise it and live it. We have a diversity of climates and ecosystems, languages and folklore; and we want to protect them as we have done for thousands of years. We live in a great continent - the acknowledged home of human evolution and the first civilization, vibrating with the dynamism resulting from a synergy of a diversity of languages, religions, cultures, and united by a vision of pan-Africanism.

Pan-Africanism provides the framework and paradigm for our activities. It is predicated on the African world outlook which consists of the following basic tenets, chosen from a list of many for the purpose of this paper:

1. On the origin of the world: we Africans believe that in the beginning there was chaos (matter) and later, God appeared to bring about order. This contrasts with other monotheistic religions which believe that in the beginning was the word, God.

2. Africans believe in a diversity of gods, and the idea of "one God is better than many" is unacceptable to us. If accepted, it becomes the basis for dictatorship: at the family level, the dictator probably being the male; at the village level, the dictator being the village tyrant (state appointed and controlled chief); at the national level, the dictator being referred to as "His Excellency the President", and sometimes he can even claim to have been "populary elected" when he stood alone and had the rest of his contending countrymen behind bars. If we continued along this line, the logical conclusion would be to have a global dictator. As a matter of fact, the current global dictator is the president of the United States, for the time being Bill Clinton.

3. Africans believe there is not one but many modernities, depending on place, time, people, and their history and culture. We also believe that if all peoples of the world behaved in a pluralism of modernities, the world would be a richer and more peaceful place to live in.

4. We Africans have no concept of "heathen" and "believer". If allowed, this becomes the basis of cultural arrogance and religious bigotry, oppression and dispossession of other peoples, claiming that as "pagans", "kaffirs", "non-believers", "infidels", they have no rights, or claiming it is legitimate to commit crime because we are believers.

Guided by the above and other tenets, AALAE has worked out a vision, a mission, arising of our understanding of the global context and our place therein. We now have a regional programme which reflects more concretely the African reality.

The programme was designed on the basis of the following premises:

a) that the various states in Africa were finding it increasingly difficult to provide basic social services to their people, especially in the area of adult education;

b) as a result of this, there would be plenty of space created by their withdrawal;

c) AALAE should take advantage of this free space by designing and implementing programmes to serve its constituency of adult educators and learners.

The availability of this free space enabled us to put in place several networks. The networks were conceived as a positive response to the expressed and identified needs as a result of the Needs Assessment Survey in which 25 countries participated, which was undertaken by the Association in 1986. All the networks were underpinned by the role of literacy. They were in the following thematic areas:

Women in Adult Education and Development;

Literacy;

Environmental Education;

Participatory Research;

University Adult Continuing Education;

Artists for Development;

Community Education.

In all, it was our belief that the networks would be a liberating force, and that they would enable us to discover Africa's abundant human, intellectual and natural resources and, guided by the African world outlook, harness these to contribute to an improvement of the living conditions of Africa's peoples.

In order to use these networks as a liberating force, AALAE was being called upon by the members to play a role in:

a) building self-reliant structures and an organisational framework;

b) creating programme networks;

c) strengthening South-South exchanges and solidarity;

d) promoting innovative initiatives and undertaking proactive programme action;

e) helping to attract and mobilise more funds and resources to adult education work;

f) enhancing members' professional and technical capacities, as well as ability to influence policy;

g) creating environments for promoting literacy;

h) legitimising work at the grassroots level.

The general objective of these networks is to strenghten the adult education movement in Africa by facilitating links among the members to enable them to exchange experiences and undertake thematic programme activities with a minimum and diminishing intervention by the AALAE secretariat. With the exception of one network, we can declare without fear that our network concept and operation was timely and has been successful.

However, throughout this period, we found ourselves seriously handicapped by the prevailing social, political and economic climate. At the economic level, many of our volunteer supporters were unable to devote enough time to AALAE work. Economic conditions were such that they were forced to sustain several ill-paying jobs in order to barely survive. Politically, upheavals in some countries not only disrupted but put to an end our networking activities. The national member associations were not spared either by the harsh economic realities. Their programmes were paralysed. Such are the conditions under which we have been operating.

4 At the National Level - Implementing the Programmes

A regional organization like ours runs the risk of operating in the clouds. I am reminded of an African proverb which states "that which flies can be trapped on the ground: eagles do not eat clouds." If we stayed at the top - at the secretariat, our fate would be a sudden crash to the ground - because we would literally starve to death. This has been the fate of many externally-conceived and capital-intensive projects in Africa. They keep flying high, with big money and big plans. But when the day of reckoning comes, down they come crashing! And who remains to pick up the pieces, to repay the loans? The local people who never benefited from the high living and extravagant expenditure. Like Humpty Dumpty, they cannot put the projects together again.

On the AALAE part, we came down from the national level, to get closer to earth by launching a number of programmes which included the Technical Assistance Project (TAP), Catalytic Initiatives, Building Institutional Capacities, Exchange Programme, etc. We can only touch on a few of these.

4.1 The TAP was conceived against the background of a rapidly changing economic and political situation, and the implications of such changes for the roles of NGOs in the socio-economic and political environment in African countries. The fact that NGOs are being called upon to play a critical role in the social welfare of the deteriorating socio-economic conditions of people testifies to their importance generally.

TAP was a focused and intensive strategy to meet organisational and management needs of some AALAE members who lacked the capacity to contribute to change in a substantial way. The principal objective of TAP is to tap actual and potential national resources for organisational change and development.

The conception and design of TAP was predicated on a number of principles including:

- Developing and enhancing capacities for strategic vision and strategic planning
- Democratisation of organisational structures and operations
- Optimisation of people's participation in all stages of programming
- Decentralisation of programme activities
- Networking
- Utilisation of locally available resources
- Continuous needs assessment
- Self-reliance

Thus TAP embodies the ideals of participatory democracy, and is therefore a testing ground for our adult education and development theories.

TAP activities focused on two countries whose infrastructure had been seriously disrupted due to civil strife - Uganda and Liberia - and one which has had stable institutions - Kenya. Networking was established, and exchange visits undertaken in TAP countries.

The exchange visits brought together member associations of countries of similar and/or diverse backgrounds on a one-to-one basis, thus making people-to-people contact possible. Participants were able to see and discern on the spot activities, programmes, problems, and methods of work of the associations visited, and were able to compare these with theirs, and learn from them in a manner which brought into focus their own organisational strengths and weaknesses. Further, our work was moved from the confines of conferences and meetings and took many steps forward to the realisation of facilitating people-to-people learning. The tremendous possibilities for improvement in this encounter were revealing.

To us in AALAE this was a great challenge, as it is to this meeting. When will the Slovak peasant farmers or craftsmen and women visit Kenya or Liberia peasant farmers, their counterparts, eat together and share their joys, achievements, difficulties or sorrows? Millions of dollars are spent daily on meetings of the top brass, and yet part of this money could be usefully spent in exchange visits between countries in the regions and between regions. Haven't we had enough big global meetings? How much money was spent on the "Basic Education for All" - (I prefer to add - "By a Few") preparations and conference? What has been the follow up to this extravaganza of conspicuous consumption? If there have been any serious activities to justify the expenditure, I haven't seen them!

TAP has been described as AALAE's biggest single project, and also the most successful. It has achieved the following:

- Trained personnel in NGO leadership and management
- Heightened networking with other development organisations
- Integration of women into structures and programmes, especially in Liberia
- Increased visibility and effectiveness of participating members.

4.2 Catalytic Initiatives

Under the Catalytic Initiative Programme, AALAE undertook special and specific action in particular sub-regions or individual countries with a view to strengthening adult education in those areas, and also to bring adult education in such countries or sub-regions into the mainstream of the African adult education movement.

We have focused on two civil war-ravaged Lusophone countries - Angola and Mozambique, and two new countries emerging from the long nightmare of racist dictatorship - Namibia and South Africa. Recently we managed to send a mission to Eritrea, another war-ravaged country emerging from a 30-year war of liberation.

Meetings and seminars have been held in each of the affected countries. There is great hope that the adult education movement will be both democratic and liberating in the broadest sense of these terms.

Experience has taught us that although we live in the same global village, the majority of us suffer, and a minority prospers, under the market forces regime. The responses to the effect of these forces varies from one country to another, depending on the history and current state of interaction of social, political, economic and cultural forces. From this experience therefore, we do not prescribe the same cure: a lot of other factors are taken into account. We do not have a fixed paradigm. Unlike our "Lords of Poverty" - i.e. the multinational lending banks, AALAE has no conditionalities save one - active community participation in designing and executing their own programmes.

In the case of Angola and Mozambique, it was agreed to continue with the strategic approach of building the adult education movement from the base, by building local, community based associations. Two important advantages are built in to this approach:

- Creation of organisations which are community-based and action-oriented right from the onset.
- Creation of organisations which are autonomous, with freedom to decide and act locally without the cumbersome practice of waiting for instructions from a national body.

It is still considered to aim for the establishment of a national organisation, but it should be a product of community groups and organisations.

The South African experience presents entirely different problems. These included:

- The evils of the Boer-tailored education system intended to lower education standards for the Black people - a system challenged by school children and for which they paid dearly with their lives (The film SARAFINA relives the nightmare).
- The isolation of adult educators in their own country, and their being cut off from the rest of Africa.
- The unbanning of political parties which created tremendous elbow room and free space, and opened opportunities for the people to talk to each other, especially across political and colour/racial lines.
- The need for a national literacy conference to galvanise energies and give visibility to literacy issues.
- Synchronising educational restructuring with economic restructuring.
- The predominance of white leadership in NGOs.

In short, to heal the wounds, traumas and dimensions caused by generations of racist literature, education, culture, and religion (did I hear some one doubt?). Yes religion!

Recently the Boer leaders of the Dutch reformed Church confessed to their fellow South Africans, that they were wrong in their interpretation of Holy Scriptures and begged for "forgiveness".

To achieve the above, it was agreed that the way forward for literacy and adult education in South Africa lay with the oppressed people not merely receiving literacy and adult education, but actually organising themselves to provide literacy and adult education to themselves. The result is that a new organisation of, by, and for the long-disenfranchised and oppressed people of South Africa, has been launched. In this case, the oppressor needs as much "spiritual healing" as the oppressed. But for the oppressor to be healed, he has to undergo "ritual cleansing" in order to remove the 350 years of crime against the African people, a crime against humanity.

For Africans, the 500 years since Columbus set foot on the Americas have been a long and uninterrupted holocaust. Speaking of his people's experience at the hands of European-Americans, an African-American remarked, "The white man does not believe in heaven; how else would you explain his great concern that Black people should not miss it?" Cynical? That's how religion has sanctioned evil and perpetrated some of the most heinous crimes in the name of civilisation. In by-gone days, genocide was conducted by white soldiers and colonists; now they use brother and sister against father and mother. Witness Angola, Mozambique, Zaire, and other African dictatorships.

In dealing with many of our grassroots members we have come to believe that we have to learn more about the grassroots before we can think of acting as external animators. This learning from the people enables us to respond in a harmonious way to their requests. Our work synergises with theirs. Without this spiritual synergy and "correct chemistry" any external aid, technical assistance, or what have you, produces shock and trauma among the recipients. The result is paralysis. In the language of modern science, aid has to be customised, to be made compatible. It would be disastrous, for instance, to plug equipment designed for one voltage into a different voltage without a tramsformer/adaptor. We have to adapt to the system we want to use. And it is the user who knows exactly what he wants to get from the system. World Bank and other MDBs, take this warning seriously, or else you will destroy several generations of African people, as your predecessors have been doing for the past 500 years.

We in Africa want to design our own approaches to solve our problem. This is because we do not believe that there is only one modernity. Just as we believe in many Gods, we also believe in many modernities depending on place, time, people and their history and culture. We also believe that if all peoples of the world believe in a pluralism of modernities, the world would be richer and peaceful.

5 The Individual Adult Level - Where Actual Learning Takes Place

Although we are a regional Association, dealing with institutions and other large bodies, we found out that keeping up there would starve us of real spiritual nourishment. We have also recognised that while all learning takes place at an individual level, the actual realisation of our dreams - whether as writers, actors, crafts people, designers, agriculturalists, etc. - requires an enabling social environment. It is the harmonisation of individual learning and social participation which contributes to the opening up of a new world of ideas, perspectives, smells, vision, hopes, dramas and programmes that can transform learners' lives.

Guided by this philosophy, and responding to the needs of adult learners themselves, AALAE catalysed the formation of adult learners' associations in several countries. These associations are conceived, organised and managed by the learners themselves in order to cater to their needs in each country. The associations have revealed and released creative energies at various levels - organisational, conceptual and time management. It is an experience which has to be seen to be believed. In this way it has been possible to help empower adult learners from organisations guided by their own world outlook and based on their value systems. Critical to this approach is AALAE's recognition, acknowledgement, encouragement of, and respect for pluralism; for other peoples' ways of knowing and perceiving reality; as well as a celebration of diversity, symbiosis and social synergy.

We look forward to the day when every country in Africa will have not one, but several adult learners' associations, which in turn will network to form new types of networks ready to confront the twenty-first century. But they need a lot of moral and material support to sustain their initiatives.

Africa is a continent torn apart by proxy civil wars. Old people are burying the young. It should be the other way round. There is a lot of weeping and prolonged disruption of people's ordinary life's rhythms. The continent is crying for peace.

AALAE has responded to this very urgent problem by setting up a Peace Education Programme, the object of which is to find genuinely African ways of conflict management and resolution, resulting in a state of permanent peace. The civil wars in Africa are principally proxy wars, initiated and fuelled by external forces in order to control the continent's resources, and to show that Africans cannot rule themselves in a democratic way without the guidance of their erstwhile masters. The way the civil wars are being fought is so destructive - they kill defenceless women and children, mutilate them, burn them. This is not the traditional way of waging war in Africa.

African peoples believe that war must be avoided at all costs, but if you must fight, you fight, to render your enemy harmless but not to destroy or annihilate the enemy. For example, during the Uganda - Tanzania war of 1979 which ended in the overthrow of dictator Idi Amin, President Nyerere and his commanders left an escape corridor for

Amin's army. They had achieved their objective of defeating and expelling General Amin. They had no further objective. Almost the entire of Amin's army was allowed to escape. But how do Renamo or Unita or Somalis fight? Total annihilation of the victims and utter destruction of the infrastructure.

AALEA's findings from a survey conducted in Eastern and Southern Africa showed that there are individuals and some religious (christian) organisations involved in the peace effort, but their main weakness is their over-dependence on the Northern concepts, values, ideas, as well as funding. Our aim therefore is to work with and strengthen those organisations which are prepared to build on their own resources and intellectual-base, rooted in African culture, philosophy, thoughts and value systems. The indigenisation of value concepts, of conflict and conflict resolution, is the surest way of the African peoples being the subjects of their own peace, future and destiny.

There is a lot I could have said, but there is simply not enough time to do so. However, before concluding there are one or two issues which I will touch on in passing. These are: the use of African languages in modern science, technology and commerce; and the contribution of literacy to gender issues and development.

Critical to cultural emancipation and renaissance technological and commercial advancement of the African peoples, is the use of African languages in education, at all levels, and in all human endeavours. No country has advanced, or industrialised using a foreign language. Japan and China, Taiwan and Singapore, Thailand and Czechoslovakia - all have employed their languages to bring the knowledge, skills and other benefits of modern science and technology to their people. Africa lags behind in this area.

AALAE is engaged in a programme to promote the use of African languages as a means to linguistically decolonise African peoples, and set the stage for meaningful progress of the majority, comparable to that in today's Japan, Korea, Israel and Indonesia, where the majority have direct access to science and technology in their own language. What is needed is to agree on a systematic approach and develop a general theory of expressional modernisation and formulate its applicability to specific languages, and derive a method that best portains to specific languages and language families. This is an exciting and challenging area, and we shall seek your encouragement and support in this historic endeavour.

Then comes the thorny issue of women and development which derives its spiritual and intellectual leadership and material support from the North. Northern scholars and agencies have played the front role in presenting the gender models to be adopted by African development workers. The models have provided a basis for a definition of domestic relationships, access to resources, etc, from a basically alien and therefore hostile perspective to African value systems and needs. Programmes inspired, designed, and funded from the North throw artificial quarantines around women so as to treat them in isolation from collective attitudes of a given people's culture. If everything from the North about women was paradise, what about the high percentage of broken families, battering, drug addiction, abortion, rapes, racism, etc.? Having destroyed their own family structure the North cannot, with that track record, turn round to teach us, for example, "family planning".

The North has intensified the division of men and women into hostile camps; they are doing this to destroy the soul of the basic unit of social organisation and action: the African family.

AALAE acknowledges that despite pressure from external and internal influence, African cultures still exist in their richness and diversity: the extended family system, the collective spirit, solidarity and the humane nature of our value systems. We know our weaknesses, but these will be corrected within the basic paradigm of African social organisation.

Our women's programme promotes self-empowerment by enabling women tounderstand fully the African woman's realities in the context of historical-cultural developments, and further identifies the forces currently at play regarding women's popular initiatives, and the roles women play at that level. We debunk the Eurocentric experts' myth that African women have limited or no role in decisionmaking process. The traditional African decision-making process is consultative, and in some instances, women have more say on matters directly related to them.

AALAE promotes those African institutions, groups and individuals that seek to promote the democratisation process of gender roles and relationship in Africa. We also acknowledge that the African man and woman have potential to develop a more realistic gender relations approach which restores confidence in both and removes the current frustrations, suspicions and fears.

In conclusion, we stand at the threshold of a new era. We are reaching for the stars, but at the same time about a billion people are threatened by desertification processes which are mostly a creation of the greed and folly of a few. Another billion is threatened by famine and disease. Two thirds of the world's resources are consumed by about 20 per cent of the world's population. This is a trend which must be arrested if we are to halt the rapid degradation of the earth's land and vegetation cover.

I believe that through adult education, for peace and development, together we can work out local, national, regional and global development programmes which put people and environment first, before profit and "market forces". Together we can create a new world which acknowledges diversity, on the basis of which unity is built and sustained.

Adult Education for Export

Ettore Gelpi
Unesco

1 Hegemony

Adult education is a useful instrument for the various world-wide hegemonies; it has been used in the past and will continue to be used in the future. This type of hegemony exists on two levels: political hegemony, and cultural and educational hegemony. Cultural and educational hegemony are important in international competition. They can conceal the decline or the aggression of political hegemony. Yet the problem of hegemony is not a part of the debate between the pedagogues of adults (or "andragogues") and, while it exists, this debate will often become prisoner to one or the other hegemony.

The message which many countries in the North have sent to the South inter alia via adult education relates to: democracy, environment, quality of life, economic development, in one sense with a great deal of ingenuity, yet at the same time with much manipulation. Meetings on the theme of "adult education" are organised by cooperating ministries, universities, as well as governmental and non-governmental organisations, which do not however take into account the real demands and the interests of the populations in most of the countries of the South. Even progressive educators do not always take into consideration the real voicing of adult education from those countries which have specific problems and cultural traditions and which are not necessarily the same as those of the countries which continue to impose on one part of the South their own ideologies and way of thinking. This "forgetfullness" of the problems and of the creativity of the South is negative, and may engender reactions of a "fundamentalist" nature, which would later on be regretted by all.

It is clear that the most important export of adult education takes place through professional training and the transfer of technology. Models of production and of technology impose methodologies and educational contents which often do not respect traditional production systems, technologies and economies.

2 Adult Education, Challenge or Administration?

Adult education begins as the challenge to educate, and ends as the administration of education, yet this process can be avoided. Work is benevolent during the initial challenge, (involving risks of a personal, creative and interdependent nature); in the "administrative conclusion", adult education almost always becomes routine remunerated work, with prospects established by the various powers interested in it. In order to avoid arriving at the end result of the administration of adult education, it is necessary always to keep adult education as a political and cultural project, as a creative and liberating action of education for all adults, not the "polishing" (fashioning) of adults.

3 The History of Adult Education

The history of adult education (a history filled with cultural and social conflicts, and not a "history" in the academic sense of the word) is an important factor in avoiding the manipulation of imported adult education. It is distressing to see how imported adult education ignores the past and present traditions and culture of people: with no comprehension of history and no interest in placing adults within a cultural context, adult education may become insignificant or even perhaps an instrument of violence.

The history of adult education does not begin with the presence of professionals or "pseudo-professionals". Adult education has its roots in many centuries of political and cultural dispute, which has generated educative experiences. This heritage is fundamental for creating a type of adult education useful for the population. In the 19th and 20th centuries, adult education, in various countries, had become an instrument for the partial or total emancipation of the poorer working classes, and a method of schooling suitable for children and youth.

Working class movements, in their political and cultural trade union action, have developed adult education as an instrument of struggle and emancipation. A comparative history of adult education associated with these movements merits being written. Thanks to fragments of knowledge, it has been deduced that the history of adult education is rich and is characterised by a true participation of the working classes. Adult education has been nourished by culture, which in turn became nourished itself through the transformation of the social relations within countries. Adult education is important for polarising and reinforcing the different forms of expression of workers (writing, speech, physical development etc...).

4 The Expansion of Adult Education

The field of adult education has been greatly expanded. The positive aspect of this lies in the significant increase in the number of adult students, and a very varied educational and cultural demand within professional, social and especially cultural circles. In fact, if it were to become part of a permanent project of education instead of being only a supplementary form of education, adult education could become an essential path toward transforming the concept itself of scholastic and adult education.

This expansion also implies that adult education is a very important form of trade, where money occupies a significant place, and that it is an area of ideological and commercial influence.

The function of local and national public structures has two aims: a) to guarantee a public presence in adult education, in order to avoid all forms of discrimination across the education sector; b) to contribute to an objective control, without ideological prejudice, of the quality of commercial adult education open to the public, in order to avoid adults being bribed into the purchase of an "educative benefit".

The demand for adult education has increased greatly in the last few years, especially in the newly industrialised countries which have an urgent need for production-oriented study. These countries have been converted into ripe markets for the bureaux of education of the powerful countries which hand down techniques and ideologies. The international networks often serve as a promotion of the "educational product".

After several years, mission accomplished, one can no longer distinguish any difference between adult education in the exporting countries and in those of the purchasers. This exported/imported education of adults does not always become the object of critical assessments, because the foreign product is, by definition, always the "better" one.

The struggle against the import of adult education does not imply the support of self-sufficiency or of educational nationalism; international communication can, on an equal level, convey the exchange of experiences and of theoretical reflections. Unfortunately, dependence in the production of goods and services also implies a dependence in training.

The export of adult education is mostly made known through the media, as television programmes, radio programmes, cassettes and information programmes are expensive, and many countries cannot afford the production of these items. The risks of cultural and educational dependence through the media are thus evident.

5 Adult Education and "The Military"

Literature on education, which is very rich on the subject of adult education, analyses adults on a psychological, pedagogical and sometimes "educational" level. This is a very discreet investigation into the subject of military education, which is also quite often a very important part of adult education in the countries of the North as well as in those of the South. Military education, which was once open for all, is changing into a selective type of education which corresponds with the transformation of armies into professional bodies. Investment in this education is very efficient (unfortunately, this efficiency consists in contributing to the killing of men and women). The defense of people can also have a military dimension, yet this defense is not always the primary objective of armies.

This is to say that many discoveries in relation to apprenticeship have their origins in military education: for example, the pscychology of apprenticeship, which developed greatly during the Second World War because adults were rapidly preparing themselves for battle against "the enemy".

6 The Lack of Research in Adult Education

The dependence within adult education has evident consequences for research and its contents. Many themes are not explored, for example those themes which refer to direct or non-direct educational violence, to different marginal categories and the formation of elites in political, social, economic and religious circles.

Overcoming this harmful lack of fundamental investigation in adult education would permit an important advance in relation to apprenticeships, socialisation and the production of knowledge. A speedy generalisation of socialisation and of the production of knowledge could signify a transformation, indeed a revolution in a number of societies.

7 The Organisation and Legitimisation of Adult Education

The export of adult education runs a risk, even more than autochthonous adult education, of a rift taking place between those responsible for education, the "managers", the educators and those responsible for activities for marginal citizens. Such a rift could signify division between the educational structures of peripheral countries, which would be very dangerous as it would provoke a fracture within countries, as well as new forms of dependence. No country can afford to permit an external domination of its education system in the name of efficiency, modernisation and the need for training.

Very often, the import of adult education signifies the deterioration of the product and of cultural action and, likewise, of the cultural dimension of education. In order to react to these events, it is necessary for all educational exchange to take place through strong cultural experiences, and for the educational aims and contents always to be chosen by the leading authorities of the countries, not by the exporters of methodologies and of educational technologies.

The approval of researchers and of university professors may be a new form of ideological imposition, and of the exportation of values. Exchange on the level of university research is useful, yet the danger here lies in the exchange of people in unequal positions. How is it that a given country can approve another in a field as sensitive as adult education and its teaching? Approval is given primarily by the population. The competency and qualifications of theorists and of researchers are related to the specific problems of countries, not to one single, and often false, "scientific theory".

8 Modernity and Adult Education

In countries with no definite tradition of adult education, the pioneers of this form of education are confronted with two difficulties: foreign dependency, and the conservatism of educators in their own countries. In the second case, it is important to prepare by also using the experiences of other countries in one's own country, and to prevail in the confrontation with educators. The easiest way is via foreign acknowledgement without the approval of the educators of one's own country, and with a new form of dependence.

The local and national cultural histories of education are necessary in order to allow international exchanges without alienation. All countries are familiar with the educational and cultural experiences of their youth and adults in relation to the social fabric, to the culture and to the specific features of the development of the country. Unfortunately, some of these "histories" of adult education are copied from foreign models, so that the reader provided for is not the population of the same country, but professionals and people in positions of power in those countries exporting adult education.

9 The Networks

The international networks of adult education are ambiguous: on the one hand, they allow a knowledge of the experiences of other countries, which is necessary for those engaged in the development of educational activities in their own countries; on the other hand, they can serve as an instrument of foreign domination, as they contribute to the imposition of criteria of evaluation and of educational contents on educational activities. These networks have need of an exchange between associations and individuals who possess the same legitimacy.

The creation of specialised schools or of university departments in the field of adult education is sometimes the result of foreign operations in a country; these schools and departments should be set up on the basis of real problems, in conjunction with the social and cultural forces of the countries which create the structure of adult education. This path takes longer, yet the future prospects can be seen with more certainty, since they reflect an interest in facts and in authentic needs.

10 National, Regional and International Public Structures

The presence of the public in this field is useful, sometimes indispensable, yet it presents a number of ambiguities. At the national level, the social power dominating the state can limit and eliminate efforts in adult education which have a popular and anti-establishment nature. At the regional and international levels, these structures can limit themselves to fortifying government initiatives and not initiatives by grassroots movements which are the innovative and creative actors. Certain "non-governmental" structures adapt to new forms of dependence, confining themselves to becoming speakers for different local, regional, and international structures.

It is necessary for the public structures to assume two roles; 1) stimulation of adult education for everyone and by everyone in an environment of equality and international democracy, and 2) acceptance of critical, creative and, if necessary, anti-establishment education.

A public domain for adult education represents a radical transformation of systems in their entirety as well as a sector respecting the specifics of the needs of reality in education.

11 Personal Experience

From the ideological and economic point of view, those exporting adult education do not like alternative models to develop in countries which can receive or purchase adult education. In my personal experience, I have struggled a great deal to contribute to the debate of and projects in education for children, young people, and adults in a perspective of international democracy. This has resulted in efforts essentially unsuccessful ones to edge me out of certain international circuits (governmental and non-governmental) and, at the same time, in my witnessing the birth of new possibilities for participation in innovative projects. Thus, I continue to fight according to a theoretical and practical strategy.

It is a very rich and "educative" adventure. However, I am occasionally saddened to see a slowing imposed on populations and countries wishing to develop cultural and educational activities. Today adult education is a precious object from an economic and ideological perspective. Certain powers prefer to pay high prices in the middle- and long-term, rather than permit the development of adult education projects created and developed by the adults themselves.

Work in education is not of a solitary nature the integration of education projects into cultural associations, trade unions, and various community structures is very important; it is also very beneficial that a permanent communication be established with artists and scientists conducting research into fundamental problems in our society and who respond in a creative manner to our concerns.

12 Alternatives

Several countries which do not possess a tradition in formal adult education may be interested in possessing a familiarity with methodologies and experiences in education. This is logical and positive: culture and education are part of international exchanges, as well as other human creations.

In the Northern countries, adult education is comprised of an educational and cultural exchange within public and commercial structures. In the countries of the South, two kinds of realities exist; in the new, industrialised countries demand is high and international exchanges take place; in the countries of the South which enjoy few resources, international cooperation is necessary but under the condition that ideological imposition does not ensue as the price.

It is equally important that the exchanges be real and not simply one-sided. Unfortunately, networks in general, and communication in the field of education in particular, fall under the influence of the most powerful countries. Exchanges must further the knowledge possessed by each participating people and serve as an occasion for the joint formation of theories on education and the joint creation of concrete projects.

At the level of educational practice, this exportation finds itself very often in relation to professional training tied to multinational industries and to the training of adult educators in educational structures. In the first case, the influence of productive structures on adult education is very strong, since it forms part of the production process which determines the nature of the education. In the second case, it is rather an ideological conditioning which determines the importation of educational models in the contents and methodologies used in the training of future adult educators. Resistance is possible if, in all countries, adult education is firmly rooted in the cultural fabric.

The importers of models which are not "critical" are often people who have a narrow knowledge of this discipline. It is necessary to be familiar with the history of adult education in the importing countries: the history of struggle, difficulties and creativity.

One notable development in adult education is taking place in the Northern countries, which are going through a phase of radical transformation of the structures of production. The newly industrialised countries, as much as the economically disadvantaged countries of the South (who lack the necessary funds to meet the demands for adult education), are interested in the development of adult education, since they are also experiencing significant industrial transitions and conversions.

The educational responses in these three cases depend on the internal social relations within the countries themselves, as well as on the relations of dependence and independence at the international level.

In the North, there are countries which export adult education both to the South and to the North itself. This exportation has ideological and/or commercial motives. In both cases (especially if the adult education is rigid or imposed) the populations of the North and the South, as well as their representative associations, must negotiate about this exportation and, if necessary, contest it.

In the newly industrialised countries, the risk lies in the fact that adult education is education with strictly professional objectives but without cultural concerns. It is important to fight to offer young workers and adults cultural experiences which would provide them with a full mastery of productive activities. In this context, social life holds a very important place, since it provides workers with a better defence of their interests.

In the most economically disadvantaged countries, the most important problem is the lack of resources for youth and adult education, as well as the restriction of adult education to literacy. The struggle is political in the sense of allowing these countries control over their own resources, since some of them in reality are very rich, but have not benefited from their resources. In the case of countries without resources or which experience such problems as drought, epidemics, famine etc, it is clear that international educational solidarity is necessary, but not a solidarity which means permanent dependence.

Adult education is a political fact, and those who would deny it are at the very least extremely subtile manipulators.

Consumer Education: Empowering for Development

Margaret A. Charters
United States of America

In the early 1970s, adult educators in the United States scurried to find research and materials to help them in programming to respond to the new emphasis on consumer education. (M. Charters, 1973). That was the time that President Kennedy issued his Bill of Rights for Consumers, including the "Right to safety, right to be informed, right to choose, and right to be heard". Later the right to redress and the right to consumer education were added. A framework of consumer protection was put in place in the United States with government regulation of business conduct, information disclosure and product testing. This framework works toward balancing power in the marketplace so consumers can maximize the use of their resources to obtain satisfaction.

Then the curricular interests of adult education turned elsewhere following the typical cycle of the history of consumer education described by Heiko Steffan of Germany. "During the first stage of romance, a high curricular profile is recognizable. At the second stage there is a medium-level of curricular activity while at the third stage there is a very low degree of curricular activity and visibility", (Steffan, 1992).

Globally, a new cycle of consumer education appears to be beginning with the stage of romance being triggered this time by the shift from centrally planned economies, where consumers had little if any power, to free market economies. This has occurred most dramatically in Eastern Europe and in China, now the third largest economy in the world. Surely then, in rethinking adult education for development, a discussion of consumer education must be included.

1 Definitions

The definitions for the terms consumer, consumerism, consumer education and development as used in this paper, follow.

The traditional view of the consumer was as a "purchaser of private goods for personal and/or family use", but the current view of the consumer is more generic. This view recognizes the consumer as performing all individual and family ***nonproducer*** economic roles including taxpayer, citizen concerned with public goods, financial planner and decision maker (Kroll, 1991).

Consumerism is thus "a diverse and evolving social movement seeking to enhance the economic well-being and political power of consumers" (Mayer, 1989). Consumerism is NOT an obsessive interest in goods, synonymous to materialism as interpreted by some people (Mayer 1989). It may include the decision NOT to consume.

The key to consumer education and its uniqueness, as opposed to any other type of education, is in its orientation to the interest of the consumer. "It is not merely a rhetorical exercise in buymanship. It is a continuing, lifetime learning experience. For that reason, we must realize its great potential as an integral segment of our total educational system, supplemented by the informal influences of the home and community and supported by consumer organizations, government and business" (M. Charters 1973, p. 1). Consumer education is study concerned with the development of knowledge, understandings, appreciations and skills involved in the economic welfare of consumers and consumer groups in everyday life; for example, competency in managing money, consumer legislation, evaluation of consumer research and product testing, and the role of the consumer in the economy. (M. Charters 1973, p. 3)

It must be emphasized that consumers are concerned with the purchase and use of goods and services from both the private and the public sectors, and one of the goals of consumer education is to produce an informed and empowered consumer citizen. While some countries have had completely planned economies, no country had a completely free-price private enterprise economy although there seems to be a myth that this is the case in the United States, even among some of its own citizens.

Programs in consumer education should be interdisciplinary. A strong program will draw on the social sciences of economics, psychology, sociology, anthropology, political science and public administration, as well as several areas in business, such as finance and marketing.

The development being referred to in this paper is the development of an economic environment that enables the consumer to get the maximum benefit from their economic resources to improve their quality of life.

2 Benchmarking

The United Nations Guidelines for Protection approved in 1985 provide the benchmark for international consumer education, consumer information and consumer protection. The context for the development of the Guidelines was the "imbalance of economic strength, educational levels and bargaining power faced by consumers" (Mitchell p. 2) in the world marketplaces. The objectives of the Guidelines were to promote just, equitable and sustainable development with a special emphasis on consumers in developing countries. When implemented they will not only provide better customers for business, but also develop an atmosphere where legitimate business can prosper.

In setting out the main areas of consumer protection, it was stated that the guidelines should apply both to home-produced goods and services and to imports. There was a special condition that consumer protection concerns not become barriers to international trade not interfere with any trade obligations. The Guidelines call for:

1. Promotion of Physical Safety of products and services for "intended or normally foreseeable use". Manufacturers and distributors should provide notification of any unforseen hazards and recall systems should be introduced.

2. Promotion and Protection of Consumers' Economic Interest. This includes: effective competition; elimination of restrictive business practices; availability of after-sales service; equitable contracts; fair marketing, sales promotion and advertising practices; legislation on weights and measures.

3. Establishment of Standards for the safety and quality of consumer goods and services with facilities for testing and certification of essential ones.

4. Distribution facilities for essential consumer goods and services including adequate storage and retail facilities.

5. Measures enabling consumers to obtain redress; rapid, fair, cheap and accessible legal or administrative services to get redress for market failures.

6. Education and Information programs to enable people to act as discriminating consumers and to develop special programs for low-income and low literacy consumers. Consumer education is seen as part of the basic educational curriculum.

The guidelines recommend that priority be given to areas of concern basic to the health of consumers such as food, water and pharmaceuticals, especially in developing countries (Guidelines, 1985). Recently, environmental concerns have moved near the top of the list.

According to Mayer, consumerism in developing and changing economies is influenced not only by the inherent nature of the markets and consumers of these countries but also by the potential for imported goods and visions of "the good life" and consumer policies from more developed countries (Mayer, 1989).

3 Strategies for Empowerment

Classical economic theory holds that a free market where goods and services and factors of production are allocated by the price system is the best way to allocate resources to needs. However, the theory makes two assumptions of a) perfect competition and b) perfect information. Neither of these conditions exist in the real world, yet they provide the lode stars for those who would improve markets. The strategy is to establish a balance between the interests of producer and consumer, buyer and seller so that no one benefits from the imperfections of the market but that it operates for the maximum welfare of society. The empowerment of the consumer to establish this balance requires a) government regulation of the imperfect competition of the marketplace to maintain fair trading or protection of consumer choice, b) provision of information without which proper choices cannot be made and c) education, which is a prerequisite for the effective use of information about the functioning of the marketplace itself as well as about goods and services.

More-Developed Countries:

The prioritization of these three strategies, consumer protection, consumer education and consumer information varies depending on the stage of development of the market studied.

Thorelli suggests that in more developed countries (MDC) consumer protection measures by the government are least urgent because many are already in place, especially regarding health and safety. Due to higher levels of literacy and formal education in these countries, improved consumer information should come first, followed by consumer education.

Less-Developed Countries:

In less developed countries (LDC) the order would be reversed due to three dominant features of these countries. "First a majority of products are manufactured locally but without adequate levels of quality control. Second, transportation and storage facilities are inadequate. Third, sellers place little importance on consumer satisfaction and may willingly sell adulterated goods or cheat with respect to weights and measures. In addition, consumers are often poor and uneducated and do not have the resources to gain attention in the marketplace.

Although consumers in LDCs are motivated to obtain information, what they get is often unreliable. It is therefore unrealistic to suppose that providing information will empower them. Thorelli thus recommends that the first priority in LDCs be consumer protection with products of integrity and quality. Consumer education would be the second priority as it is a prerequisite for the effectiveness of consumer information programs. Moreover, consumer education involves much more than simply how to use consumer information; it involves becoming, asserting consumer rights and accepting consumer responsibilities." (Mayer 1989 p. 149).

MDCs can provide materials and models for the implementation of strategies in LDCs. Strategies need to be adapted to the cultural, social and economic differences and needs of the specific country.

The increased attention internationally to consumer education in the nineties has been triggered by the reorganizing of markets such as in the European Community, and the shift away from centrally planned economies where consumers had little, if any power, in Eastern Europe and in China. A similar opening up of markets is occurring in Latin America. Consumer education needs to start with the understanding of free market processes and their hazards as well as their advantages for consumers.

4 The Czech Republic Case

Perhaps the best way to illustrate the fundamental misunderstanding of how free markets operate (a legacy of centrally planned markets, no doubt) and the distance that people have to come through adult and consumer education to be empowered for successful development in a rapidly changing market environment is to share with you some anecdotes from the experience of my colleague Mr. Norman Silber, a professor of Law at Hofstra University who was in the Czech Republic this past spring as part of a project to nurture a new, eastern-modeled law school at Palatsky University in Olomuc, an ancient city in Moravia. In lecturing to the students on Consumer Protection Law, he discussed the problem of deception in a free marketplace. He explained that "Both mainstream economic theories and the American common law support the view that bargains should be enforced in cases where buyers receive honest and complete information about goods". He then emphasized something less obvious, that it is ***inefficient*** and also **unjust** to enforce bargains that are based upon frauds or misrepresentations". The law students, he found out later, found this proposition fairly hilarious. That Western theory and law embrace the view that a seller is not free to just say (or represent) anything at all about a product in order to make a sale was a new idea for them! "Salesmen in Eastern Europe apparently make exaggerated claims fearless of legal impediments", observed Mr. Silber. "Isn't any kind of salesmanship tolerable under the new Westernized Czech deregulatory order?" asked the students. Under prior Czech law, it was theoretically possible to bring a complaint before a commission; and occasionally this happened. But nobody today in the Czech Republic holds the new breed of consumer marketers responsible for their false statements, if those statements are not written in a contract.

Silber also talked about representations of goods and services. That is, the way they are described in pictures or words, oral or written. "Representations", he said "aren't only those contained in a contract, or only limited to oral representations made at the time of a sale. Actionable representations can be made, for example, by the distant manufacturer of a car for misrepresentation in an advertisement. "At American common law, an individual can bring a lawsuit against a seller and claim a misrepresentation, even if the misrepresentation is not written up in a contract". Again the Czech law-students found this notion unreal. The law students are buyers themselves but are new to the world of consumer marketing tactics. They are regularly being disappointed by the quality of the goods they buy, and regularly absorbing the cost of their reliance upon less than truthful merchants. Under current Czech law, notions of privity that made sense in a socialist state where no-one went out of business, still apply. A consumer's recourse in most cases of economic injury is only against the retail merchant he bought from. When the merchant goes out of business, the consumer today in Czech Republic is basically out of luck! What was interesting to the students was the burgeoning idea that they might actually be able to do something about the stings and bites they themselves were suffering in the new unlicensed and unregulated marketplace. Consumer grievances in the new Czech economy are real and growing more severe: shoes fall apart, merchants refuse to take them back; small businesses fail and leave consumers with no remedy for services and goods not provided. They can't return goods that prove inappropriate for their needs but that have been so represented; they are denied replacement without receipt, yet no receipts are give in an almost exclusively cash economy. Think of the complications when credit and debit cards are introduced if people do not understand their rights and responsibilities in a new market without them.

Progress will depend on the balance between the optimists, who see how much progress has been made from the former system, and those realists who recognize the difficulty of taking even the smallest steps toward further change. But surely one of those first steps toward an effectively functioning marketplace is to empower consumers through education to understand the system and their rights and responsibilities for consumer protection and to take steps to establish their rights and fulfill their responsibilities which may mean changing the law (Silber, 1993).

5 The Slovenian Case

The story of Slovenia, another developed but changing economy, illustrates the strategies for consumer and adult education that have been followed and proved to be empowering for the development of the consumer interest in a free market economy. Situated on the "crack of Europe", Slovenia has become a model for progress in consumer education for adults. This story has been compiled from the reports and correspondence of Mrs. Breda Kutin, President of the Slovene Consumers' Association.

Slovenia is different from other East European countries, and even as a socialist country it was called the 'show window' of democratic socialism. Its geographic location provided direct access to markets in Yugoslavia, Italy, Germany, Austria and Hungary. Consumers could choose between domestic and imported products. Slovenia started the comparative testing of goods in the mid-sixties. The main institution for this work was the Institute of Home Economics, a government agency. Some testing was also carried out by other institutes and universities, generally on home appliances and food. Other aspects of consumer protection were neglected. By the early 1980s there were shortages of consumer goods and testing of them become too expensive in the government's eyes, and the Chamber of Commerce stopped its funding of testing programs.

After the democratic elections of 1990, Slovenia's economy improved and there were no more shortages of goods and the basic conditions for a market economy existed. Not satisfied with their position as consumers, a group formed the Slovene Consumers' Association (SCA) in June 1990 and in December 1990 started its own magazine.

(surely a form of both consumer and adult education). One issue for example had an 11 -page article with a detailed explanation of a new income tax with practical examples of how to fill in the new forms and interpretation of the impact of the law on consumers.

A Parliamentary Board for Consumer Protection was formed after the democratic elections. The Slovene Consumer's Association began collaboration with it in the fall of that first year. SCA President Breda Kutin was a member of the Parliamentary Board. The Association began analyzing long-term credits, housing loans and other bank contracts and acting as a pressure group for consumers. They provided legal assistance for suits against a car rental company which went bankrupt and began a consumer advocacy office providing free advice to consumers (another form of adult/consumer education). As a result of this increased activity and awareness, the government is preparing consumer protection legislation calling for the setting up of consumer advice centers, the establishment of a professional consumer protection agency responsible for comparative testing, consumer education and information. Last October a fair was held in Ljubljana where the Consumer Association stressed the necessity of environmental protection by consumers' everyday actions. (Shades of Co-operative Extension!) They presented results of comparative testing done on cleaning detergents focusing on their environmental consequences (another format for adult/consumer education).

The Committee for Consumer Protection of the Slovenian Parliament has incorporated the United Nations Guidelines on Consumer Protection in a draft of new national legislation. However, Slovenian consumer protection is fragmented into various regulations so many consumers have no idea where to look for and how to protect their rights. The main problems are still abuses of monopolistic positions on the producer and trader side of the market and insufficient knowledge of consumers about market rules on the other side. The SCA publishes a consumer magazine ***VIP*** and prepares programs broadcast by the national radio station (again adult education). The SCA has also made the first educational and information programs for young consumers and have planned a joint program with the Education Ministry on introducing consumer protection into the primary school programs. However the legislation in the consumer area is pretty complex with many topics more appropriate for adult discussion, such as dangers and threats of drugs, chemicals and nuclear waste.

6 Support and Material from International Consumer Organizations

The empowerment process has been strengthened by regional and international consumer organizations that have been established to promote sharing of resources, strategies and coordination among consumerists in all countries. There is no single model for the development of consumer policy and each one needs to be adapted to the culture and circumstances encountered. However most are based on the UN Guidelines for Consumer Protection.

The International Organization of Consumers' Unions is a federation of consumer organizations dedicated to the protection and promotion of consumer interests world-wide through research, information and education activities. It links the activities of more than 180 organizations in some 70 countries. Its headquarters are in London, UK with regional offices also there and in Penang, Malaysia, Santiago, Chile and Harare, Zimbabwe. The theme of their 13th World Congress held in 1991 in Hong Kong was "Consumer Power in the Nineties". This diverse group of organizations emphasized their "common determination to achieve essential consumer rights and their common passion for social and economic justice" (IOCU, 1991 p1). The resolutions adopted covered many global issues; GATT, pesticides, infant feeding, food irradiation, safe drinking water, green consumerism or environtalism and many more. The regional office for Europe and North America (ROENA) held training seminars for consumer organization staffs in Oud Poelgeest, the Netherlands in May 1992 titled "Consumer Education-Theory, Practice and Developments".

The Bureau Europeen des Unions Consummateurs (BEUC) represents the independent consumer organizations from the 12 member states of the European Community. In the treaties setting up the European Community, there is no explicit legal basis for a consumer policy as such. Consumer policy has developed in a "sideways crablike way", in the process of harmonization of divergent international rules that were a barrier to free movement of goods and services. Consumer information policy of the Community has placed great emphasis on providing information on how to benefit from the single market. It has established consumer information centers in various border areas. The Maastricht Treaty contains, for the very first time in a Community treaty, an explicit legal basis for consumer policy at the community level. It states that the activities of the Community shall include "a contribution of the strengthening of consumer protection" (Murray, 1993). What is accomplished will depend on the political will that exists in the Community and the level of consumer education and empowerment in the process.

While the Council of Europe does not have any specific framework for developing or implementing consumer policy, its principles embodied in the Convention for the Protection of Individuals with regard to Automatic Processing of Personal Data (1981) is a major milestone in the protection rights of individual and consumers in relation to ***automatic*** data processing.

The Organization for Economic Co-operation and Development (OECD), the "club" of 24 developed countries, has a specialist committee on Consumer policy. Consumer issues addressed include harmonization of safety standards, product liability, financial services electronic funds transfer, use of plastic payment cards, market transparency and consumer redress. Their 1991 seminar held in Paris on "Consumer Policy in the Nineties" covered a wide agenda. A seminar for those concerned with consumer issues in Central and Eastern Europe was held in Vienna in 1991.

Eight consumer organizations from Eastern and Central Europe met in Bratislava in March 1991 and a resolution outlining their most urgent problems and calls for action were developed. This resolution was presented to the IOCU World Congress by the Polish Federacija Konsumentow. The Congress adopted it unanimously in its call for, among other things, "the provision of education which empowers consumers to understand their rights and responsibilities and to act on them". ROENA also sponsored a conference for Central and Eastern European nations in Bled, Slovenia in October 1992.

There are many organizations in the United States of America that support consumer education and the consumer movement in addition to the well -known Consumers' Union, i. e. The American Council on Consumer Interests, National Institute for Consumer Education, Consumer Information Center, Society of Consumer Affairs in Business and the National Coalition for Consumer Education. In May 1993 a coalition of these groups sponsored the first international Expo and Forum on "Leadership in Consumer Literacy: Reaching the New Global Market". Seventeen countries were represented and all attendees had the opportunity to explore the challenges and opportunities of changing consumer needs in the new global economy.

Consumer organizations have thus taken many different forms, international, national, regional, independent, quasi-government, and "umbrella". By and large they share the same aims and adhere to the principles of the UN Guidelines for Consumer Protection, including consumer education. Issues vary depending on the circumstances in individual countries, but concerns with the environment, health and safety are at the top of the agenda for them all.

Conclusion:

Consumer education is a broad concept encompassing formal education in the school system and the learning that takes place in adult and continuing education outside the schools and universities. A literate consumer population can be a powerful force, helping governments and businesses achieve effective solutions to marketplace problems and minimizing overall costs.

"The formation of consumer organizations to defend and protect consumers' interests and to educate them is toothless without the appropriate and implemented legislation to accord consumers social justice", (Mpofu, 1922) It requires the education of citizen-consumers and their leaders to empower this process. Both the public and the private sectors need to be involved.

Beginnings of movements sometimes start with very small steps. With varying legacies of kowtowing to colonial masters, acquiescing in centrally planned economies or submitting to religious traditions that encourage fatalism, consumers are often passive, lacking in self-confidence and overly respectful of layers of bureaucracy. Simply getting a person to come forward with a consumer problem can be a major victory in some parts of the world (Mayer, 1989). According to the head of an Indonesian consumer group, "Whenever we help someone win a case who has never before dared to fight those in power, we observe that suddenly he or she has new confidence. It is empowering work we are doing" (Sim, 1985).

Whether from an individual perspective, that of less developed countries, more developed countries, changing economies, north or south, east or west, consumer education is empowering for development in a global economy and needs to be considered when rethinking adult education for development. Adult education must listen to its own consumers, adults themselves, to empower them in the direction ***they*** want to go, to do what ***they*** want to do. It's a new world out there!

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Historical Development of Adult Education: A Focus on Africa

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Abstract

This paper is part of a larger project involving country members of the Commonwealth. A coordinator for each country was asked to develop an adult education chronology, going back to the early 1900s. This paper is an analysis of the chronologies from Africa, showing the similarities and differences in the development of adult education and the implication of this information for the professionalizing of the field of adult education.

Purpose of the Study:

The overall purpose of this research project is to document and analyze the chronological development of adult education in country members of the Commonwealth from the early 1900s to the present. For most Commonwealth countries, this time frame will span both pre and post independence as modern nations. The specific purpose of this presentation is to present the data from the Africa region.

This is a project of the Commonwealth Association for the Education and Training of Adults (CAETA) which has its Secretariat at the University of Zimbabwe.

Background and Methodology:

There are presently 50 countries in the Commonwealth (previously the British Commonwealth), most of whom have become independent since World War II. I initiated a discussion on this research project at the Fourth World Assembly of Adult Education, held in Bangkok in 1990, and followed this up in Malaysia and elsewhere with discussions with other colleagues from other countries, as a way of confirming the need for and interest in the project and the design for undertaking it.

Currently there are over thirty countries involved in the project, and over the next year it is hoped to include all 50 countries in the Commonwealth. With guidelines from the principal investigator, country coordinators (one for each country) were selected to undertake the develepoment of the country-specific history/chronology, to include the role of government, nongovernment organizations, trade unions, women's groups, religious organizations and others. "Adult education" is broadly defined, and therefore each chronology is intended to include a wide range of sponsoring agencies, content being learned, and client groups.

An important/essential component of the design is that the development of each chronology must be participatory, that is, as many people as possible must be involved in constructing it, in order to minimize one particular bias or focus. The chronologies which have been received indicate that this practice has been followed.

The Commonwealth is divided into five regions. The priority for undertaking the study is as follows: Africa region; Caribbean region; South and East Asia; Europe (including Canada); Asia South Pacific.

Rationale and Outcome:

It is anticipated that a series of monographs, one for each of the five regions, will be published over the next two years. Valuing the importance of developing international partnerships and establishing and extending networks, each regional monograph will be jointly published by CAETA, by the regional adult education association (in the case of Africa, the African Association for Literacy and Adult Education), other regional associations which want to participate, and other international organizations such as the International Congress of University Adult Education. The distribution of the publications will be handled by the regional adult education association and royalties shared by the regional association and CAETA.

Each monograph will include an analysis and interpretation of the data, following the descriptive presentation of each country chronology. For each region, an attempt will be made to develop an approximate typology or classification of adult education agencies referred to in the chronologies. Finally, the monograph will include a section on the value of having a historical perspective and the contribution of this to training adult education practitioners and to the professionalizing of the field of adult education. Each monograph will also include a regional chronology. At the end of each chronology are references for further reading.

In addition to the above values, each monograph makes a contribution to comparative and international studies. It should also be useful to the post-secondary education of adult educators (those working on master's or doctoral degrees in adult education). Most of the country coordinators are themselves academics.

Cursory Analysis of the Data:

The analysis of the data is based on the chronologies from the following African countries:

Botswana
Tanzania
Lesotho
Zimbabwe
Swaziland
Kenya
Zambia
Nigeria
Ghana
Uganda
Malawi

Collectively, the chronologies cite:

- specific events which directly or indirectly influenced and/or extended the opportunity for adults to learn, such as government policies or legislation
- the development or expansion of educational programs for adults
- the establishing or expansion of specific adult education agencies
- specific client groups being served

Of those agencies mentioned from the Africa region, all seem to fall within one or more of the categories within the larger typology presented below.

Classification of Adult Education Agencies

I.	Government (A)	Those agencies which have been established primarily for the purpose of (adult) education, to serve the larger general public.
II.	Government (B)	Programmes for the continuing and in-service education of employees; or government ministry non-formal education programmes for specific sectors of the general population.
III.	Public Sector	Those organizations with their own directors and management but which have been incorporated by government and which are influenced by government policy.
IV.	Autonomous Quasi-Government	Such as colleges, universities, and schools.
V.	Autonomous	Although often depending on various levels of government funding, these agencies are essentially autonomous in determining their programmes.
VI.	Private Sector	Those organizations whose primary goal is profit-making but which have their own non-formal educational programmes.
VII.	Non-Government Voluntary Organizations	NGOs
VIII.	Non-Profit Special Interest	Which have programmes to serve the interests of their members, such as trade unions.
IX.	Non-Profit Special Issues	Often NGOs but with a single focus in their efforts to raise the level of awareness of the public in understanding specific issues, such as environmental, or AIDS or Cancer.
X.	International NGOs	Those which are supporting specific NGOs projects in particular countries and regions.

The above is a general typology. Some agencies are not easily classified within one category, but may seem to fit within more than one. The chronologies presented in this study and the above classification together illustrate the wide diversity of the practice of adult education, primarily non-formal education.

Countries vary as to the predominance of government in direct programming or in influencing the programmes of other agencies. Countries also vary in their tradition of having a non-government (NGO) sector, represented in many cases, by religious organizations such as Christian churches.

Finally, as one would expect, various target groups are served by the agencies reported in the study: men and women, rural/urban, specific groups such as farmers or factory workers, and issues such as population education, nutrition, health, environment, or literacy. Literacy programmes for men and women have noticeably increased over the years. Although not specifically stated, the military continues to be a predominant adult education agency.

The chronologies serve as the basis for further study and emphasize the need for further research.

Reconceptualizing Adult Education: The Perspective of Adult Undergraduate Higher Education

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1 Introduction

Historically, adult education has been defined as nonformal learning experiences which serve adult learners. Until the late 1970's, this definition and mission of adult education purposefully focused outside formal education and traditional schooling systems. Adult education was "voluntary" in participation, was not part of a schooling effort, and was organically designed for a particular group of individuals. However, within the United States and many other countries, this definition and focus has changed. The practice of adult education has become a subset within the larger conceptualization of "lifelong learning" and has broadened its boundaries, beliefs, and outcomes. This more global conceptualization has suggested that it is inappropriate to isolate learning systems solely on the basis of age or of formal/nonformal forms of learning. Rather, the theory of lifelong learning suggests that adult educators should focus upon the adult learner across the life-span in all learning environments which connect adult life to learning. This reconceptualization has specifically impacted on the interrelationship between adult education and higher education. Traditional higher education has been viewed as different and separate from adult education. However, due to the proliferation and differentiation of formal/nonformal education systems, as well as the increased demands upon all of society for new and expert knowledge, a complex interrelationship has developed between these two entities. One of the most rapidly growing activities in North American adult education has been the increased involvement with adult learners in a formal educational setting. Providing both research and technical expertise in facilitating and enhancing the adult learning environment, a large cadre of adult educators now work within worker and management formal learning systems in business and industrial organizations, through professional continuing education focused upon upgrading the professions, and through many forms of postsecondary education in which adult learners are becoming an important segment of enrolled learners.

2 Adult Higher Education within Adult Education

This paper is specifically concerned with adult higher education as a form of adult education. Why consider adults in a formal higher education setting as a part of the adult education enterprise? Although there is an historical tradition of higher education/tertiary system solely for an elite youth, adult higher education has come to represent the necessity of adult access and instruction in advanced knowledge and of the necessity for specialized credentials by adult workers. As I noted in a recent article, Adult higher education recognizes the need for continuous involvement in significant individual learning. It promotes the inclusion of adult as learners in current developments and understandings of advanced specialized knowledge. It promotes the use of the rich talents of the higher education community in new knowledge generation and transfer for both adult and youth learners. It acknowledges that many adults, either by necessity or choice, must continuously be engaging in new theory paradigms and theory-into-practice learning. And it acknowledges that many adults require new disciplinary or interdisciplinary learning, as they create or modify their own knowledge base and their professional roles. Adult participation in higher education has come to symbolize one important aspect of the "learning society", a belief that individual an societal vitality is nourished and sustained by lifelong learning and recurrent education.

There are a number of societal factors which have advanced the necessity for adult access and instruction within the higher education context. These factors include:

- The reduced size of the 18-21 year old population (lower birth-rates) in many high technological societies;
- The need for increased numbers of citizens highly educated in advanced specialized knowledge beyond the current population of maturing youth;
- The need for significant expansion of educational opportunities for adults due to the short viable life of current knowledge and the growing demands of currency of new knowledge in an information-based society;
- Revolutionary development in technologies, particularly computer and electronic information technologies;
- Egalitarian pressures of equity and equality within the society, with particular concern for females, hourly workers, and lower socio-economic groups; and
- National economic competitiveness in the world market, as highly influenced by the nation's university-educated workforce. (See Cerych 1984; National Board of Employment, Education and Training 1990; Stephens 1990, (Kasworm, 1993-in press).

These societal changes also reflect the dramatic increase in enrollment by adult learners in formal higher education. To provide a partial portrait of international adult higher education, a wide variety of statistics and extrapolation of statistics have been noted in Table 1. This table presents selected national figures of adult undergraduate students (aged 25 or older) in proportion to total national university enrollments.

Table 1: Representative enrollment statistics of adult higher education in relation to national university enrollments

	1981/82(a)	Most recent statistics
Australia	32.1	40.3 % (1987)
Austria	4.8	*44.8 % (1989/90)
Belgium		4.8 % (1994)
Canada	10.0	37.0 % (1990/91)
China		49.0 % (1988)
Denmark		*9.1 % (1988/89)
Finland	19.6	47.2 % (1989/90)
France	9.2	16.2 % (1989/90)
Germany	8.7	*50.6 % (1989/90)
Israel		30.7 % (1988/89)
Norway		45.0 % (1987)
Spain		23.5 % (1989/90)
Sweden	54.6	65.9 % (1986)
United Kingdom	16.7**	31.8 % (1983/84)
United States	24.0	41.0 % (1989)
Venezuela		7.3 % (1985)

* Includes ISCED levels 5,6,7 - post-secondary, undergraduate and graduate studies by OECD

** Excludes Open University Students

NOTE: The 1981/82 statistics are an adaptation from Abrahamsson, Rubenseon, & Slowey 1988. The most recent statistics wereextrapolated from projections of enrollments. Eachfootnote, located in the back of this article, notesspecific discussion regarding the statistics. (Kasworm, 1993, inpress).

The comparative enrollment statistics suggest that adult higher education has an increasing presence in selected countries. It is evident from the level of adult student participation that many industrialized countries have developed alternative structures, policies, and programs which serve adult access to higher education. It is also evident in these statistics and related collateral reading that a few developing countries have redefined their higher education systems to provide adult with inclusion and access through open education and distance education programs.

North American adult education has actively pursued new relationships and structures to serve adult learner within post-secondary education institutions. Because of the decentralized nature of North American post-secondary education, these activities have been at the institutional grassroots level or through voluntary professional organizations. Other countries, such as Sweden, Finland, Norway, and China, have created national policies which actively support adult access to higher education systems. However, in both contexts of national and decentralized efforts, adult higher education has had difficulty in defining its philosophical boundaries. It is a new entity of both higher education and adult education; of systems and policies, and of nonsystems and group consensus actions.

Its importance is often focused upon the individual, the adult learner; yet most leading countries believe that adult higher education is imperative to societal development. To best consider adult higher education, I suggest that lifelong learning principles offer a solid philosophical foundation for designing policy and action for adult learners in higher education settings and for adult higher education as part of societal development.

3 Lifelong Learning Principles in Higher Education

How should we reframe the role and mission of higher education to incorporate adult higher education? How should we rethink this concern for adult higher education as societal development. Lifelong learning principles, I believe, provide that important foundation to conceptualize adult higher education as part of the broader field of adult education, and to view these global beliefs towards a societal good. These principles, identified through literature on lifelong learning and through a recent synthesis of international adult higher education activities (Kasworm, 1993 in-press), suggest nine key features: 1) Focus upon the adult, as a lifelong learner and as a responsible mature person interdependent within a family, community, and world; 2) Focus upon the entire life-span, recognizing the varied developmental influences of chronological and functional age, as well as other developmental influences on cognition, psycho-social, and cultural perspectives; 3) Focus upon the many opportunities and possibilities for learning - self-learning (self-directed learning), group non-formal learning, group formal learning, expert-driven learning (individual or group), organized criteria-driven learning (certificate, credential, organization mandate); 4) Focus upon access from a programmatic context (the perspective of screening and selective admission, standards of program, and entry support; 5) Focus on access in terms of person context (time, geography, lifestyle, financial and delivery systems, options for access); 6) Focus on modularization of learning experiences which influences the nature of involvement and the type of involvement; 7) Focus on assessment of competencies/prior learning, as well as individual and program outcomes; 8) Focus on support of alternative teaching and learning models; and 9) Focus on experiential, reflective learning related to life practice (Kasworm, 1993, April). These principles particularly influence the concept of learning outside the traditional classroom through distance learning systems, assessment validations schemes, experiential learning through action modes of cognitive engagement, self-directed learning strategies, and through practical reflective knowledge at work and in society.

These principles suggest that society and governmental bodies should define higher education as permeable learning centres for advanced knowledge to all qualified individuals, particularly to those in worklife who require advanced knowledge. Further, these principles suggest that learning should be conceptualized as continuous for the learner, yet conducted in different forums and with different mediums, both in the higher education classroom and in the adult life of work, family and community context. In particular, higher education must rethink its notions of serving only a small subset of educated society, of providing advanced specialized knowledge only in traditional ways to select youth, and of serving learners only at times, places, and circumstances which are often incompatible with broad adult life involvements of work, family, and community.

4 Future of Adult Higher Education

When adult learners participate in adult higher education, several curious and exciting opportunities occur. First, there is a shorter cycle of dissemination and translation of up-to-date knowledge and skill into the field of practice, because of the adult worker's involvement in the higher education classroom. In many of my own research investigations, the adult worker in the university classroom provides an important bridge between currently developing knowledge and its application in the field. Secondly, current innovations and new expectations within the field are also communicated by the adult worker learner back into the collegiate classroom. Many innovative actions in business and industry are discussed by adult students or integrated into class papers and projects, thus up-dating both faculty and fellow students on innovative practice and application. Secondly, adult higher education is more than creating knowledgeable individuals; adult students in higher education become more critical, analytical and broadly educated. Thus, adult learners in higher education view their roles as learner, worker, family member and community citizen in a broader world-view. These individuals revisit the issues of the common good, societal concerns, and ethics in their life and world through adult higher education. The classroom of adult higher education also becomes the classroom of revisiting daily adult lives in light of broader knowledge and societal concerns. Often, these adults view themselves as becoming different people who desire to improve themselves and their world. Thirdly, an increasing number of businesses and industries are redefining themselves as learning organizations. Adult higher education has become one of the key components of a learning organization's strategies for continuous learning by their adult workers. Adult higher education thus brings together individual needs for learning, organizational and societal need for technologically advanced personnel, and societal needs for better education of citizenry.

Lifelong learning provides this broader foundation and adult higher education offers an important new bridge between the traditional boundaries of adult education and higher education. As we reconceptualize adult education, let us look to reformulating current post-secondary education into lifelong learning systems.

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Adult Education and Working People: A Critical Reappraisal

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1 Introduction

Throughout the Western world, the economic crisis of the early 1970s shattered the social democratic ideological consensus that had prevailed since the 1940s (Barry, 1987). To many, including its critics on the Left, Keynesian welfare capitalism had failed. The result, however, was not, as some had hoped, the adoption of a more socialist approach, although, for a short period, that was attempted in France in 1981-82 (Ross, 1991). Instead, over the course of the 1980s, countries embraced, with varying degrees of enthusiasm, 'neo-liberal' or 'New Right' economic strategies. At the international and national levels, the result has been a period of radical economic and social restructuring and a further intensification of the complex process of globalisation in the political, cultural, and, especially, economic spheres (Giddens, 1987; Robertson, 1990; van Liemt, 1992).

The demise of social democracy as an ideology, the accompanying shifts in public policy, and the transformation of state sponsored institutions, including public education, have profound implications for adult education (see, for example, McIlroy & Spencer, 1988). For there is a powerful sense in which the field's continuing character remains inextricably linked to the fortunes of a general movement which it helped create and from which it, as an organised activity, substantially evolved. Of more pressing urgency, however, are the ways in which the present emphasis on market capitalism is redefining the educational opportunities available to working people.

The purpose of this paper is to offer a formative reappraisal of the relationship between adult education and working people in the present economic, social, and ideological environment. The essence of my argument is that worker education and training continues to be a source of contestation between capital and labour. Revisiting arguments presented in earlier work (Law, 1992; 1993), I adhere to the view that welfare capitalism offered opportunities, albeit often limited, for democratic perspectives to influence such education. But with the deepening of the crisis of welfare capitalism, the rise of 'New Right' ideologies and governments, structural changes, and the continuing marginalisation of trade unions, the balance of influence has shifted dramatically. Thus I conclude that, while the challenge of asserting a democratic vision remains urgent, the restructuring of worker education and training makes that increasingly difficult.

The remainder of this paper is divided into five sets of observations: (i) theoretical and historical, (ii) worker education, training and welfare capitalism, (iii) worker education and the crisis of welfare capitalism, (iv) the restructuring of labour markets, (v) the New Zealand experience, and (vi) the democratic imperative in a hostile environment. The paper ends with some reflective summary conclusions.

2 Theoretical And Historical Observations

Learning, worker education, and social change

Embedded in ideas about how workers learn are insights derived from French materialism, especially the Hervetian notion of education as the total process of formation in society. These ideas influenced Karl Marx and Frederick Engels' understanding of the place of education in working class politics (Law, 1992). Applying these ideas, Michael Welton (1991, p.29) observes how people's learning is framed by the fracturing of the human community along the lines of class, gender, and race, and the complex interpenetration of the various dialectics of domination. Thus a contemporary democratic perspective has to focus primarily on the ways in which the dynamics of compromise and struggle between classes frame the lives of working people, including their learning.

Historically, three strands of socialist and social democratic thinking about education and social change influenced worker education. The first is that which emphasises the place of worker education most exclusively within the framework of an insurrectionist or 'Manifesto' politics. The second combines 'Western Marxist' (Jay, 1982) and radical social democratic thinking. This semi-constitutionalist route to social change emphasises an education designed to equip a politically active working class with the capacity to change society through involvement in their unions, their communities, the electoral process, and other political forms. The third is much more social democratic. It seeks to modify and reform capitalism rather than transform it fundamentally; it therefore looks to worker education to achieve two goals: (1) to help workers obtain a measure of political space and social justice, and (2) to help them adapt to change at work and in the wider society. This perspective was very much a central element in the post-World War II welfare state compromise.

Class struggle and 'class compromise'

The concept of class conflict was a cornerstone of Marx and Engels' theory of social transformation and of subsequent versions of 'Manifesto' politics. Both the adherents to an insurrectionist politics and those that subscribed to a semi-constitutionalist strategy incorporated notions of class struggle within their approach to radical adult education. A social democratic perspective also recognises class struggle, but holds that it can be reconciled with a 'corporatist' model whereby capital, labour, and the state co-operate.

In recent years, a number of writers have employed the term 'class compromise' to describe analytically the relationships between capital and labour in Western countries. The general pattern of compromise involves consent on the part of workers (more accurately their unions) in return for material benefits. These arrangements benefit capital in that they help overcome the instability inherent in unregulated capitalist economies and provide an environment for the exploitation of labour. What is significant about class compromises is that each national arrangement is exceptional in that is assumes a unique historical cultural dimension (Neilson, 1993). Given this, capital, labour, and the state's approach to training can vary from country to country, even though similar patterns can be observed across countries.

Democratic and industrial imperatives

Through Marx and Engels and, sometime later, Eduard Bernstein ((1899) 1961), nineteenth century British ideas and experiences helped shape socialist and, especially, social democratic thought and politics. Equally important, and to a large extent part of the same story, was the British influence on thinking and practice in worker education in the industrial countries through to the 1929 World Conference on Adult Education (Law, 1988a; 1988b). Writing of Britain, Raymond Williams (1961) 1980) argues most convincingly that the major achievement of the nineteenth century was the reorganisation of education and learning along lines that we still follow today. Williams holds that two principal arguments shaped education: the democratic and the industrial. Both, he suggests, were sound. However, it was "the great persuasiveness of the latter (that) led to the definition of education in terms of future adult work" (p.162).

In adult education, early attempts to blend democratic and industiral imperatives proved largely unsuccessful. Between 1800 and the early 1950s, the 'Mechanics Institutes' movement grew in numbers and in strength (Kelly, 1970). But by the time of Engels' ((1845) 1984) classic study, "the bourgeoisie" had "succeeded in withdrawing (these institutes) from proletarian influence" (p.264). Meanwhile, the growth of 'provided' education for children and adults presented the working class in general, and radicals in particular, with a dilemma (Johnson, 1979). On the one hand, radicals valued education and the acquisition of knowledge; on the other hand, they recognised the inadequacy of resources and thus their limited ability to provide adequate education for themselves or their children. Eventually, most national labour movements opted for a statist approach; that is, education funded by the state.

In Britain, the dominance of a training perspective led in 1889 to the enactment of the **Technical Instruction Act**. This measure, along with others, helped foster an environment whereby most post-school education, especially that provided by Local Education Authorities (LEAs), was directed towards technical and related vocational education. By 1912-13, 90 % of LEA post-school education consisted of evening continuation and technical classes, most of which had a strong vocational focus (Ministry of Reconstruction, (1919, 1980).

Reformism, 'class compromise' and the 'public educators'

The ideological and sociological roots of reformism run very deep. Much of the vision and the theory of the welfare state can be traced back to Thomas Paine (1791-92). However, it was in the 1840s that the working class in Britain began to be imbricated as partners, even if antagonistic partners, in the status quo (Thompson (1965) 1978). Over the rest of the nineteenth century, as industrialisation gathered pace, somewhat similar patterns evolved elsewhere in Western Europe.

Although socialist parties had little option but to participate in electoral politics (Przeworski, 1986), they could not afford to abandon industrial action. First, because they needed to retain the support of militant sections of the working class and their unions; second, because they needed the political leverage that accrued as a result of extra-parliamentary mobilisation. It was in this context that a number of leading figures in the European socialist movement began to question orthodox Marxism's assumptions about the impending collapse of capitalism and the revolutionary fervour of the workers' movement (Bernstein, (1899) 1961).

The growth of trade unions, the extension of the franchise, the emergence of a distinctively social democratic ideology, and the creation of political parties based on a working class constituency helped provoke and in turn intersected with an end-of-century shift in favour of the democratic imperative in education. What emerged was a complex alliance of 'public educators' who held "widely differing attitudes to the rise of democracy and of working-class organisation", but who nevertheless subscribed to the view that people "had a natural human right to be educated, and that any good society depended on governments accepting this principle as their duty" (Williams, (1961) 1980). Numerous initiatives in adult and worker education in the early twentieth century resulted from the idea of public education and the strength of the alliances forged around it, eg. the formation of the British Workers' Education Association (WEA) in 1903.

Two themes run through much of the adult/worker education literature associated with this perspective. The first is the idea, that with the advent of universal suffrage, the nature of the state had been irrevocably transformed. At the 1929 World Conference, Rickard Sandler (1930), a Swedish Social Democratic cabinet minister, argued that the fundamental relationship between the worker and the state had changed and that workers now had to come to realise that it was **their** state. The second is a sharp critique of the 'defects' of technical education designed to "train (working class) boys for a proletarian life" (Hobson, (1918) 1981, p.60) and a call for equality of educational opportunity (Cole & Freeman, (1918) 1981, p.58). This critique and vision were often accompanied by a very perceptive analysis of early 'Taylorism': the accelerated division of labour, the breaking down of crafts, and the compartmentalisation of skills.

Thus quite radical public educators saw adult and worker education as the means of developing and popularising a democratic general education. Inspired in no small measure by Tawney's (1922) **'Secondary Education for All'** and other writings, the labour movement in Britain and elsewhere identified the education of working class youth as a major focus of class struggle. Tawney's influence in New Zealand was considerable, both on Labour Party politicians and on strategically placed professional educators. Two things emerged from all of this interwar struggle, as it played itself out in different countries. The first was a more democratic way of thinking about the purposes of education that affirmed, to varying degrees, participatory citizenship as well as future adult work. The second was a series of educational 'settlements' that formed part of broader welfare state compromises.

3 Worker's Education, Training, and Welfare Capitalism

The essence of the 'compromise'

The essence of the post-World War II welfare state 'compromise' revolved around the central goals of economic growth, full employment, a steady rise in the standard of living, and the moderate reformation of work in order to humanise, within limits, labour. Related to this was the provision of social services-education, health, housing, subsidised transportation, and so forth-and the provision of various compensatory payments, welfare benefits and other transfer payments. The welfare state is based on a Keynesian economic strategy which, in broad terms, holds that the state can manage the economy by, amongst other things, regulating (usually expanding steadily) consumption. This is supported by constitutional democratic arrangements within which the government, employers and unions co-operate as 'social partners'.

In summary:

> The combination of democracy and capitalism constituted a compromise: those who do not own instruments of production consent to the institution of the private ownership of capital stock, while those who own productive instruments consent to political institutions that permit other groups to effectively press their claims to the allocation of resources and the distribution of output (Zeworski & Wallerstein, 1986, p.207).

Radical reformism

In most Western countries, the reformist vision of labour and social democratic politics was quite limited. However, in some, such as the Federal Republic of Germany, the organised labour movement or sections of it have tried to win some degree of 'co-determinaton' at the workplace and enterprise levels (Schneider, 1991). More than any other Western country, Sweden has inspired a more radical agenda:

> What distinguishes Swedish socialist thought is its way of situating immediate reforms in the context of a socialist future.
>
> Reforms can, in a cumulative way, have revolutionary outcomes. Also, the Swedes were the first to develop a systematic theory in which the sequential order of struggle is reversed. Whereas the orthodox scheme presupposes that welfare and the good life can arise only after the socialisation of production, Swedish revisionism holds that political and then social reforms can create the conditions for economic transformation, step by step (Esping-Andersen, 1985, p.22).

Training and the long boom 1950-1968

All welfare state governments accepted the democratic idea that the education of working class children and adults provides a means of improving their lives generally and of involving them as participants in the politics of the modern state. But that enthusiasm was almost always tempered by the training needs that flowed from the assumption of economic growth that lies at the heart of a Keynesian strategy. Thus the acceptance of the economic-industrialisation argument that the skilling and reskilling of the working class is an essential element in maintaining economic growth was built into the welfare state compromise itself.

Even before World War II, the idea of reformed capitalism that utilised the immense driving force of private enterprise within the limits of the requirements of the public interest had stimulated rethinking about the organisation of education in terms of future (and present) work. Much of this rethinking was influenced by the application of 'Fordist' production principles - in crude terms, the assembly line - and the associated breakdown of the traditional crafts and traditional apprenticeships. After the War, much of the new thinking about the schooling of children and the training of adults incorporated ideas about the need for a 'more adaptable' workforce that could assume greater responsibility at work and adapt to changing technologies.

Throughout the Western world, state involvement in post-school vocational education and training expanded dramatically in the 1960s an 1970s. The pressures for this involvement were, of course, built into the dynamics of the welfare state. But there was also an important sense in which working class and middle class demands for greater educational opportunities converged with and were to some extent appropriated by employers' desires to have the state bear the cost of training and retraining theworkforce.

Over the same period, education and training policies became more internationalised. In this respect, the post-war influence of Sweden was significant. For as a recent CD (1990) report notes, it was from that country that the idea of 'active labour market policies' originated:

> Towards the end of the 1940s, a theoretical model for the solution of the employment-inflation dilemma, compatible with full employment and with the

traditional role of the unions, was developed by economists at the ILO. The main feature of this model was the key role assigned to an active manpower (sic) policy for the stabilisation of the economy (Korpi, 1980, pp. 86-87).

Built into this model was a training and retraining dimension that was picked up by other OECD countries as early as the 1950s, but especially during the 1960s. However, whereas Sweden viewed such policies as part of a macro-economic strategy, other countries, such as the United States of America, which enacted 'Manpower Development and Training' legislation in 1962, did not (OECD, 1990).

During the 1960s and into the 1970s, three international organisations influenced developments in worker education and training: the United Nations Educational and Scientific Organisation (UNESCO), the International Labour Office (ILO), and the Organisation for Economic Co-operation and Development (OECD). But of these, the OECD proved to be most important. In 1964, it adopted a Recommendation on active manpower policies that framed the pattern of development for over a decade. A number of factors favoured OECD perspectives over those offered by UNESCO and the ILO. First, the OECD is very much the preserve of the Western industrial countries; second, by definition its policies and programmes view cultural and social considerations through an economic lens.

One of the central features of the developments I have summarised was the emphasis placed on tripartism. Even the OECD recognised the ideological and practical advantages that flowed from having unions involved as social partners. Thus most national arrangements saw unions represented on central policy bodies, industry training boards, regional bodies, and, often, the councils of tertiary institutions and similar bodies. In some countries there was also a degree of worker/union participation/representation at the levels of the enterprise of the workplace.

In the late 1960s, New Zealand imitated the tripartite British model. It convened a National Development Conference that identified enhanced training as a cornerstone of economic and social development. It also enacted a **Vocational Training Act**; this legislation provided for the establishment of a Vocational Training Council, and, under its auspices, 28 Industry Training Boards. These included a Trade Union Training Board, which was established, belatedly, in 1974. Some individual union representatives made very valuable contributions to various tripartite committees; in the main, however, organised labour participated in a compliant or reactive way. As a movement it lacked an alternative ideology, the intellectual capacity to develop its own programme, the personnel to provide consistent and sustained representation, the organisational will or ability to co-ordinate participation, and the financial and research resources to support representatives.

Testing the boundaries

In a number of other countries, unions tried to test the boundaries of the compromise, especially in the wake of the political upheavals of the late 1960s and early 1970s. In the Federal Republic of Germany, the postwar union movement pursued an active economic and social policy[4]. In the late 1960s and early 1970s, it set out to use its industrial and political influence to help reshape society in workers' interests; a central element of this policy was the notion of 'co-determination' of enterprises: a limited form of industrial democracy.

Even more spectacular was the period of "marked radicalisation of labour reformism" (Pontusson 1987, p.11) that occurred in Sweden between 1967 and 1976. There, the Social Democratic government "introduced a number of institutional reforms designed to extend public control over economic development in general, and industrial investment in particular" (Ibid., p.11). Worker education was a cornerstone of the development and implementation of the Swedish reforms. In this sense, they extended considerably the already broad scope of worker education; they also consolidated further the well-established control the labour and socialist movements had over the education of their members. In addition, through the establishment of special research institutes and sources of funding, the reforms enhanced and strengthened the long-standing links and overlaps between intellectuals and researchers in tertiary education and those in the labour movement.

Regaining control: The OECD and 'Recurrent education'

The impact of the political upheavals of the 1960s and early 1970s and the response of particular countries rippled through into the policies of agencies like UNESCO, the ILO, and the OECD. Throughout the 1970s, UNESCO actively promoted its vision of a learning society and various manifestos of educational rights. For its part, the advocated a range of industrial reforms such as health and safety and industrial democracy. Within this framework, it promoted a concept of worker education that went well beyond mere industrial training. It also affirmed very strongly the organisational and educational rights of workers' representatives, including shop stewards, and thus mounted a major campaign for as-a-right access to paid educational leave. Under the rubric of 'recurrent education', the OECD took on board and reformulated the UNESCO-inspired vision of 'lifelong learning'. This reformulation emphasised economic growth and, generally speaking, upheld the rights of capital and the notion of managerial prerogative.

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[4] These brief observations are drawn primarily from Michael Schneider (1989) 1991).

Crisis and disillusionment

The political and social upheavals of the late 1960s and early 1970s prompted a flood of Left-wing critiques of welfare capitalism generally, of the limitations of social democratic education and of the failures of traditional Left perspectives. By the 1980s, these critiques began to flow through into adult education (Cunningham, 1991; Rubenson, 1989). Over the same period, other, relatively dormant, critiques of welfare capitalism were repolished and reformulated as 'New Right' ideology (Barry, 1987).

There were a number of reasons why writers from both the Left and the Right became disillusioned with the very idea of the welfare state. A central reason was the constrained economic environment, especially since the early 1970s. In a welfare state a government has "two contradictory imperatives": the provision of welfare expenditure and the securing of "the conditions of capital accumulation necessary for capitalist development" (Plant, 1985, p.5). In very broad terms, Left critics have been concerned with the inability of welfare capitalism to deliver on its promise to reform society in the interests of working people; 'New Right' critics have been concerned at the inability of the welfare state to provide the conditions for capital accumulation.

Initial (social democratic) responses

As the crisis of welfare capitalism deepened through the 1970s, all Western countries were required to address the problem of capital accumulation; enterprises had to become more profitable and the public sector had to become more productive. Initially, governments tried to effect change through greater intervention in the economy while remaining within the broad parameters of the welfare state compromise and the framework of tripartism. This strategy usually included new initiatives in vocational education and training. The rise of unemployment, especially youth unemployment, meant that much of the training effort was directed at young people. This was motivated not just by economic issues and the need for a skilled workforce, but also by concerns about social cohesion. If youth were unemployed for too long, it was argued, then they would become permanently 'alienated' from society.

New Zealand borrowed much of the ideology and many of the programmes adopted in Britain. Thus through the late 1970s and into the 1980s, under a conservative, National Government, organised labour was represented on a plethora of local, regional, and national bodies concerned with the 'transition from school to work' and, as unemployment became more endemic, training and retraining. This emphasis on training was accompanied in the early 1980s by an extensive programme of state investment in industrial development. In the meantime, New Zealand unions began to sketch the outline of a more aggressive, self-reliant, economic policy. Essentially social democratic, this policy included the creation of a Government Investment Corporation, full employment, an incomes policy, an industrial development strategy, and a measure of redistribution of income and wealth (Campbell & Kirk, 1983). For a period this policy was promoted through worker education. However, the deepening crisis and the abolition of compulsory union membership put the union movement into something of a tailspin in the year preceding the 1984 election.

In Europe, the EEC Commission began to realise by 1978 that youth unemployment "appeared to have assumed a permanent dimension" and that unemployment was "not transitional, but structural" (Neave, 1991, p.104). Furthermore, the net of unemployment was not catching a much wider range of people than those traditionally regarded as 'disadvantaged'. This led to a revision of Commission strategies:

Essentially, it turned around the development of what could be termed a coordinated, cross-sector strategy designed to bring together education, vocational training and employment authorities. (Neave, 1991, p.105)

EEC Commission policies shifted ground between 1975 and 1985:

From being an instrument for improving the mobility of labour and confined within the usual bounds of training systems, vocational training has, over the years, assumed a central and crucial role not merely as a vehicle for modernization, but also in gaining some measure of acceptance of the consequences, social, occupational and cognitive, of that process (Neave, 1991, p.111).

In considering EEC Commission policies, it is important to note that the structural role of trade unions in most EEC economies meant that policy development in the area of vocational education tended to involve them as social partners.

Australia and the 'Accord'

From a social democratic perspective, worker education in Australia took a major step forward in the early 1970s when then the Labour Government established a statutory body: the Trade Union Training Authority (TUTA). TUTA's primary purpose, consistent with ILO policies, was to help union representatives, both paid and honorary, develop the skills needed to indertake their duties within the wider framework of the industrial relations system. The arguments in favour of TUTA's establishment incorporated many basic assumptions of the welfare state compromise. However, in that they cast the net of union education more widely, there was a sense in which they also tapped important strands of the worker education tradition.

Following the 1975 election, the new (conservative) Liberal Government reviewed TUTA. The Review recommended a narrowing of the concept of union training to mean "technical or practical training capable of advancing and developing knowledge and skills in fields connected with the powers and functions of trade unions, or the powers, functions and duties of officials of trade unions" (Trade Union Training

Authority Act, 1975, as amended). Thus from 1977 until 1983, TUTA was located much more firmly in a CD framework.

The election in March 1983 of a Labour Government presented TUTA with a new mandate[5]. Labour was committed to implementing an 'Accord' or agreement with the Australian Council of Trade Unions (ACTU). This package comprised a raft of related proposals: employment, industrial development, wages and prices, social security and education, taxation, and industrial relations and occupational health and safety. The Accord was an attempt to recover economic growth, to restructure economic, industrial, and social activity, and to redistribute income and benefits in Australia within a changing, but nevertheless residually social democratic, framework. It also provided for a much bigger role for unions, as a major social partner, in economic, industrial and social policy.

The Accord redefined trade union education itself in terms of a series of 'challenges': industrial development, job protection, superannuation, taxation reform, occupational health and safety, and training itself. Among other things, this redefinition required union/worker education that involved dealing with the explosion of information around these topics, developing the capacity to participate in formulating union policies, and developing representative skills on a much wider front than had been the case prior to 1983.

The Accord provides an illustration of changing labour studies' perspective on education and training. However, the Accord strategy came under considerable pressure throughout the 1980s as the economic crisis in Australia has deepened. This was accompanied by increasing 'New Right' pressure to abandon completely not just the strategy, but also the fundamental assumptions of the welfare state compromise.

The surprise result of the 1993 federal election in Australia has meant that I have had to rewrite an earlier conclusion to a similar subsection. Had the National-Liberal (conservative) coalition won, then TUTA would have been abolished. The Labour victory, however, keeps alive, for another three years at least, a corporatist approach to economic restructuring. But within this general approach, TUTA is under considerable pressure to 'mainstream' or integrate its educational activities for unionists into the overarching training framework that has been developed as part of the Accord process.

Notes on worker education and training in New Zealand 1984-1990

Although these notes straddle my third and fourth sections, it seems logical to present them at this point.

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[5] The information summarised here has been gleaned primarily from the materials in TUTA's education kit: ***Unions in Accord: A package for the future***, although some of my interpretations are based on wider reading.

Ideological framework

In 1984, New Zealand elected a Labour Government; however, unlike in Australia, the trade union movement and the Labour Party did not have an 'Accord'. Moreover, it was evident very quickly that, in terms of economic policy at least, Labour had already committed itself to much of the 'New Right' agenda: a less regulated, open market economy, the notion of 'contestability', and a programme of privatisation of state assets and services.

At the same time, there remained important senses in which Labour was unable to break completely with its social democratic heritage. Thus when it came to key aspects of economic and social policy, the Labour government found itself riddled with ambiguities. For example, it took over three years for much of its economic policies to catch up with education (Snook, 1989).

With respect to the labour market, Labour introduced major changes, but was unable to follow through the logic of the ideology to which it was substantially committed. Hence Labour retained legal structures that provided for mass, largely compulsory, unionisation. It also retained and in some respects enhanced aspects of a tripartite model.

Economic and social restructuring

Labour's macroeconomic, 'disinflationary' policy comprised three elements. Fiscal policy involved steps towards reducing the government deficit by cutting subsidies and by increasing tax revenues through a broadening of the tax base, including the introduction of a universal 'Goods and Service Tax' (GST). Monetary policy involved fully funding the deficit by borrowing at market rates and removing various restrictions on financial institutions. Foreign exchange and debt management policies included the floating of the New Zealand dollar (NZ. Planning Council, July 1989). By 1988, Labour had moved significantly to a fully private-sector, free-market economy.

All of these moves had a dramatic impact on employment. And there was a compelling sense in which their logic demanded major labour market restructuring. Labour did introduce new industrial legislation, ***The Labour Relations Act 1987***. This made significant concessions to New Right ideology, especially in that it removed compulsory arbitration. But in many respects it retained the essence of a welfare state industrial relations framework, and thus earned the condemnation of the New Zealand Business Round Table (1990) and its articulate intellectual advocate of a radical New Right alternative, Penelope Brook (1990).

The Trade Union Education Authority

One of the major contradictions of the Labour government was its commitment to trade union education. This dated from the early 1970s and reflected, at least in part, UNESCO thinking. In the main, it was these ideas, carried in the Labour Party by educators, that had the major influence on the formulation of Labour's 1981 and 1984 trade union education policies. A ***Union Representatives Educational Leave Act*** (UREL) was passed in 1986. It established a publicly funded Trade Union Education Authority

(TUEA), and provided a measure of paid educational leave for trade union education.

In sketching the scope of union education, the Task Force on Trade Union Education (Law, 1985b, 1987) stressed the importance of social partnership in a modern economy. It also focussed on the need for competency in industrial relations. Occupational health and safety was identified as a third major point of interest. Finally, the Task Force placed considerable emphasis on social equity considerations. Thus union education was defined in legislation (UREL) as that which helped union representatives become well-informed about industrial relations and able to participate in an active and well-informed manner, both in the affairs of any union to which they belong and in their employment.

TUEA's functions, as specified in the Act, were also quite far-reaching. They included provisions for TUEA to make recommendations to the government, government departments, education agencies, and other appropriate bodies on matters relating to: (i) union education for union members, (ii) education about unions, (iii) adult education affecting union members, (iv) education of workers generally. This mandate enabled TUEA to introduce a democratic perspective into a wide range of educational activities.

TUEA continued in existence until the new National Government disestablishd it with effect from August 1992. Over the six years of its existence, TUEA had to come to terms with a rapidly changing economic and social context that in many respects was at odds with its own social democratic heritage and ethos. Its objective also had to be tailored more to the winds of change; thus assisting unions to work effectively in the new environment assumed increasing importance as that environment became more difficult.

As a provider, stimulator, and coordinator of trade union education, TUEA'S accomplishments in the short time of its existence were quite remarkable. Much of the emphasis was on providing union representatives with basic skills; but special interest areas were also given priority: courses for Maori unionists, for Pacific Island unionists, for women unionists, and courses on working with other cultures.

Once it had managed to establish its own education programme, TUEA turned its attention to other providers of education. Its strategy was to encourage, goad, push tertiary institutions to meet their responsibilities as outlined in the reports of the Task Force on Trade Union Education, especially the second (Law, 1987). TUEA played a central role in working with the University of Waikato in order to establish the Centre for Labour and Trade Union Studies. It also tried, within the limits of its resources, to provide better support for union representatives on the councils of tertiary bodies and on other educational committees. And it became a major voice in the wider educational and training community.

Through its work, TUEA helped shift unions' attitudes to educational activity. It demonstrated how an active education policy could enhance the quality of participation in union affairs and could serve as an effective means of involving those who had previously been marginalised. It also stimulated a resurgence in publications designed to meet the intellectual and practical needs of working people.

Much of TUEA's work focussed on cultural, economic and social change, public-sector restructuring, union reorganisation and amalgamation, changes to industrial relations, and wider issues concerning the education of working people and their children. In its last two years, it also began to promote very actively education about the restructuring and reform of work; a point I will return to later.

5 Observations on the Restructuring of Labour Markets

Introductory comments

Just as class 'compromises' take unique national forms, so too do neo-liberal rearrangements. And as it is in the light of our particular experiences that we attempt to make sense of general patterns, it is somewhat inevitable that the observations presented here, based as they are on peculiar New Zealand experiences, may not resonate with those of European colleagues.

The individual and the market moved to the centre of economic and social policies in virtually all the OECD countries during the 1980s. Initially, Britain and the United States were at the forefront of the neo-liberal offensive; New Zealand, arguably the country that has taken this ideology the farthest, only embarked down this track in 1984, two years after the United States began to hesitate (Neilson, 1993).

Elsewhere, the patterns are more uneven. Most of the remaining OECD countries seem reluctant to abandon completely their social democratic heritage. In particular, members of the European Community (other than Britain) appear to be trying to retain some notion of social partnership, some sense of workers' rights, and other aspects of a welfare safety net. Overall, it may be, as my colleague David Neilson (1993) suggests, that the 1990s will see some retreat from monetarism, at least in its extreme forms, in favour of what he calls "muted Keynesianism" (p.37).

The remainder of this section consists of a series of 'notes' on concurrent, interlinked debates on aspects of the labour market.

Notes on 'neo-liberalism' and the labour market

Norman Barry (1987), an influential writer identified loosely with the 'New Right', identifies two overlapping strands in what he terms the "new liberal movement". The first is that associated with Milton Friedman and the 'Chicago School' of economists. Working within an orthodox, positivistic social science tradition, they hold that "the only way normative disputes can be settled is by converting them into empirical arguments" (p.26). Thus, continues Barry:

> Chicago economics ... merely claims that empiricism vindicates liberalism. On the assumption that most (people) (including socialists) agree on the ends of prosperity and liberty, it is argued that liberal institutions of free markets and limited government will maximize these better than any known alternative (p.26).

This strand of thinkig challenges the priority Keynesian welfare capitalism affords full employment. Instead, it targets inflation. Inflation, it holds, is attributable primarily to an over-extended state sector and the regulation of markets, including the labour market. Thus the Chicago school advocates major structural changes that combine a substantial rolling back of state activity with deregulation of markets. Woven into this strategy are arguments about the need for a more flexible workforce, as well as a more flexible labour market, and a critique of trade unions as market regulators.

There are several aspects to this element; these include the quasi-governmental status unions may be afforded under labour legislation, the 'monopoly' position they hold through various 'closed shop' arrangements, the rigidities they impose on the labour market, most obviously through collective bargaining but also through any industrial or legislative capacity they may have to draw other employers and workers into wage settlements, and, although not always openly expressed, their organisational ability to influence and/or put pressure on governments.

The second strand is that associated with the 'Austrian School', most notably, F.A. von Hayek. For this school, the justification of the free market:

> depends less on empirical demonstrations of the efficacy or otherwise of policies than on the delineation of certain universally true features of human action from which can be derived the necessity (if (people) are to advance their ends) of certain economic and political institutions (Barry, 1987, p.27).

Thus at the heart of Austrian School-inspired views on the labour market is the notion of 'individual freedom'. Often, as in the case of Penelope Brook's (1990) landmark work, this is linked to the advocacy of an individually based, contractual employment relations system that is located within the common law rather than discrete of specialist legislation; this line of argument relies heavily on the views of R.A.Epstein (Wailes, 1993). Whether or not Epstein and Hayek's arguments are consistent with each other is beyond the scope of this paper; but it is interesting to note that, in a searching critique of Brook, Wailes argues that they are not.

To varying degrees, both strands of thinking can be detected in most neo-liberal writings on the labour market. But as a loose generalisation, the Chicago argument appears to have been the more persuasive in forums such as the OECD.

In a review of active labour market policies since the 1960s, a recent OECD (1990) report criticised the timidity of member countries during the late 1970s. As early as 1976, it seems, the OECD Secretariat was attempting to shift the focus of governments away from full employment as a primary goal and onto inflation. By the late 1970s, the neo-liberal perspective had made progress. The review continues:

> Increasingly, the general view gained ground that if any lasting progress in the return to full employment were to be achieved ... some fundamental changes in institutions, attitudes, and rules and regulations governing the socio-economic system in general, and the labour market in particular, were required. High and quasi-fixed labour costs, rigid wage-setting procedures, generous social protection, and rules and practices which shielded some workers in secure jobs at the expense of others in unstable jobs, were some of the factors that were perceived as reducing the capacity of national economies to adjust to new international market signals and to profit from new economic opportunities (p.16).

Other extracts from this report are presented later.

Notes on the organisation of work

Throughout the 1980s there has been considerable discussion in the industrialised countries of the changing nature and organisation of work. This has been set against the backdrop outlined above: economic crises, technological innovation, globalization, and a dramatic ideological shift that struck at the heart of welfare capitalism. Within this environment, the principal worker institutions -- trade unions and labour/social democratic parties--found themselves weakened organisationally, on the defensive intellectually, and largely bereft of credible practical policies. Not surprisingly, therefore, the 1980s witnessed, within the bounds of particular national circumstances, offensives by many governments and employers, often, but not always, in concert, that sought to roll back the gains labour had made during the period of the 'long boom'.

Writing on this period, Stephen Wood (1989) summarises the positions of the three major parties in industrial relations as follows:

> Governments have debated ways of reducing labour market (including pay) rigidity as well as overall organisational flexibility; managements have been concerned with job flexibility, multi-skilling and increasing their ability to hire and fire; while trade unionists and socialist parties have debated their stance towards the new production concepts and employlee involvement.

In broad terms, Wood's list identifies the main elements of a 'Labour Process' debate which, Craig Littler (1990) suggests, can be organised into three overlapping currents:

(1) Questions about **deskilling** and the attempt to construct a satisfactory model of skill changes.

(2) Questions about **labour markets** and the attempt to construct a satisfactory model of capitalist labour markets.

(3) Questions about **managerial strategy and control** (p.46).

In the discussion that follows immediately, I make extensive use of another very helpful work by Craig Littler (1991). In addition to its clarity, the appeal of this monograph is enhanced by the fact that it was written specifically for a Deakin University course entitled: **Adults Learning: The Changing Workplace.**

Common to all three currents of the Labour Process debate is a widespread "acceptance that significant changes in workplace relations and work organisation have occurred during the past fifteen years" (Littler, 1991, p.39). And it is around these changes that the notion of 'flexibility' has gained considerable currency. In an attempt to tidy up the use of this term, Littler defines "process flexibility" as: the ability of the production system to process a wide variety of parts and assemblies without extensive intervention from outside to reorganise the system. In terms of parameters, this can be expressed as the amount of time needed for system transformation in order to produce a new family of products (p.39).

From this key notion, he suggests, "flows the ideas of labour flexibility (flexibility of labour inputs and functional flexibility) and machine flexibility" (p.39). He then provides a succinct summary of one of the seminal works on the changing workplace, M.Piore and C.Sabel's (1984) **The second industrial divide.**

Piore and Sabel argue that there has been a qualitative shift in the nature of production from 'Fordism' to 'flexible specialisation.' Littler summarises this distinction in the following table which in turn is adapted from Bramble (1988).

	Fordism	**Flexible Specialisation**
Independent variables		
Market conditions	Stable	Differentiated
Defining features		
Product regime/ Technology	Mass production	Flexible production Dedicated mechanisation Use of robotics, and programmable technology. Based on permanent innovation.
Associated factors		
Enterprise Organisation	Large corporations Unitary organisations changing to multi divisional organisations	Smaller firms Decentralisation
Skill trends	Fragmentation and specialisation	Upgrading Multivalent skills
Employee	Confrontationist or worker alienation	Greater tendency to form of participation and worker involvement

Key features of Fordism and flexible specialisation

Woven into the flexible specialisation model is an optimistic view of the potential for worker involvement. Littler (1991) again:

> Fordism involves a particular set of industrial relations which are confrontational at a collective level, or if collective organisation is absent then it is assumed there is widespread worker alienation at an individual level ... Flexible specialisation involves increased participation. Why is this so? The nature of the technology is such that it is more costly to have worker alienation and sporadic disputes. This hypothesised tendency toward increased consultation and participation does not derive from employer paternalism, but arises out of the nature of the production regime (p.41).

All of this is important for adult educators in Australia and New Zealand who are attempting to come to terms with contemporary developments in worker education and training. For the general line of argument advanced by Piore and Sabel (and others) has flowed back into union approaches to these issues, principally through the work of John Mathews (1989).

In **Tools of Change**, Mathews presents one of the most enthusiastic arguments in support of the view that work is changing fundamentally. He also argues that the role of unions has to change from one of antagonism to protagonism. This view resonates with the general line of argument presented in an influential Australian Council of Trade Unions/Trade Development Council (1987) document, **Australia Reconstructs**, as well as that outlined in union and other literature from North America and elsewhere.

Mathews begins with an analysis of the 'Fordist system': the assembly line process based on a 'Taylorist' approach that fragments jobs into "meaningless, boring, and repetitive tasks" (p.1). This system of mass production, he argues, "is reaching the limits of its technical, and hence economic, efficiency" (p.1). As markets become saturated and as technological innovation opens up new possibilities, quality, not quantity, offers the key to profitability. As a result, a new 'Post-Fordist' system of work is emerging.

Mathews identifies several responses to the crisis of Fordism. One is the intensification of mass production, often accompanied by internationalisation. In this model, elements of the production process can be dispersed around a number of countries: the world car approach. Another response has been to innovate and specialise. However, he argues, these responses still run into the systematic limits of Fordism. Thus firms have adopted "all sorts of 'work humanisation' programs ... involving 'job enrichment', job enlargement, and group work, as well as imported models like Quality Circles" in order to get around the problems (p.33).

Drawing substantially on German experiences and literature, Mathews identifies approaches that he claims depart significantly from Fordism; these include: new production concepts, human-centred manufacturing, flexible specialisation, diversed quality production, functional flexibility, and the 'flexible firm' alternative. He then suggests that the labour movement adopt strategies that draw on all of these concepts in order to advance the notion of a "strategic accommodation" between capital and labour.

One of the principal works Mathews relies on is Kern and Schumann's seminal contribution, **The End of the Division of Labour?** In a careful overview of this work and its critics, Iain Campbell (1989) suggests that "the 'new production concepts' identified by Kern and Schumann do exist and deserve close scrutiny" (p.275). However, he points to disagreements on the interpretation of these developments. The critics, he reports, believe that these changes need to be situated better "in the context of other changes affecting the workplace in the current period of widespread change and management-led experimentation with new initiatives" (p.275).

Richard Hyman (1988) too questions the optimism of a "new orthodoxy" that optimistically sees microelectronic technology "beneficiently transforming social relations within production" (p.48). Hyman rejects the notion that flexible specialisation is "a recipe for **universal** corporate success" (p.52); in a competitive capitalist economy, he concludes that not everyone can be a winner. Among other concerns, he wonders if, for many workers, "strengthening the bonds of an internal labour market" is a real gain (p.53). Moreover, he notes, how microtechnology affords "managements far greater potential for oppressive surveillance" (p.54). He also suggests that while flexible specialisation may afford some workers more job security, others may face more intense exclusion from stable employment. Among his conclusions is the view that trade unions must focus on macro-economic considerations: among these, "the **what** and the **why** as well as the **how** of production relations" (p.59).

Recent OECD reports indicate a general acceptance of the Piore and Sabel thesis. The paragraph of the 1990 Report on labour market policies quoted at the end of the previous subsection continues:

This led in the late 1970s and 1980s to a long series of OECD policy statements urging micro-economic reforms and ranging from positive adjustment policies, to the need for structural adaption, to flexibility in production and factor markets and to structural surveillance (p.16).

The overview to a more recent report entitled **New Directions in Work Organisation** (OECD, 1992) accepts without qualification the Piore and Sabel thesis:

in the 1970s and 19809s, the economic and technological the environment became increasingly hostile to the mass production paradigm (Piore and Sabel, 1984). In the face of competitive pressures, companies began to develop new competitive and organisational strategies which had a profound impact on industrial relations and human resource policies (Rojot and Tergeist, 1992, p.10).

However, as noted above, while an optimism pervades the Piore and Sabel line of argument, it does not follow that organised labour will necessarily be welcome in the 'flexible' workplace. For in the flexible specialisation scenario, it is self interest, not a benign disposition, that motivates employers. Rojot and Tergeist's overview tends to confirm this observation. In the section taht considers "A change in the dominant actor", they highlight the extent to which employers gained the ascendancy over the course of the 1980s. They paint a fairly bleak picture, at least from a union perspective: an assertion of power, decentralised bargaining, concession bargaining, the securing of legislative changes that afforded employers more 'flexibility' in hiring, and an increase in "attempts to exclude unions from workplace representation" (p.12).

Notes on the skills debate

I noted earlier that throughout the industrial countries, state involvement in post-school vocational education and training expanded dramatically in the 1960s and 1970s. I also observed how this took place within a general framework that emphasised tripartism. In this subsection, I discuss how, from the late 1970s, the increasing influence of neo-liberal thinking on labour market policies led to a substantial recasting of the 'human capital' argument and, again to varying degrees, an erosion of the tripartite framework.

In a very recent article, Desmond King (1993) tracks this process in Britain from the election of the Thatcher government in 1979. He argues that the Conservative government's interventions in training were influenced by "four New Right-based objectives" (p.222): (1) undermining apprenticeships, (2) individuals and labour market disincentives, (3) enhancing the market and the employers, (4) minimising government interventions.

Meanwhile, as the flexibile specialisation view gained wider recognition, so too did the accompanying argument that a regular upgrading of skills would become the principal trend (Littler, 1991). Yet it was not until the mid- 1980s, it seems, that concern about a 'skills gap' became more urgent. In 1988, an OECD Intergovernmental Conference on Education stressed the "interaction between education and the economy" (OECD, 1990, p.64). With respect to education of adults, it held that "the private sector in particular must assume primary responsibility for the provision of training and retraining opportunities" (p.64). Over the following five years, industry (that is, employers) was afforded an increasingly pivotal role in training in a number of countries, including my own.

6 Observations on Recent New Zealand Experiences

A new industrial relations regime

In 1984, New Zealand elected a Labour government that, almost immediately, began to restructure much of the economy in accordance with neo-liberal prescriptions. A year prior to this election, the previous conservative government had undermined trade unions by abolishing legislative provisions that made it compulsory for most private sector workers to belong to a trade union. The Labour government reversed this measure, and in 1987 enacted new labour legislation. This afforded unions a number of advantages, but also started to prepare them for life in a radically different environment.

As noted earlier, in its last two years, the Trade Union Education Authority (TUEA) began to promote very actively education about the restructuring and reform of work. This emphasis reflected a changing mood within the union movement in response to the growing dominance of New Right ideology. An emerging view was that, in order for workers' interests to be served in the new environment, unions needed to rethink radically many of their traditional attitudes and strategies. This view was summarised by the TUEA's Deputy Director, Dick Lowe (1990), as follows:

> In the future, unions and employers will need to foster a more co-operative approach to ensure survival in a highly competitive environment. Some of the traditional areas of concern listed below can be linked together successfully to the benefit of all concerned with a little effort. To some, this approach may seem like advocating collaboration with the ruling classes. However, in my view the interests of workers must be furthered by using every means at our disposal (p.71).

Lowe identified traditional union concerns as those related to wealth distribution; traditional employer concerns were identified as those related to wealth creation.

Linking the two clusters, he suggested, were issues of job security, standard of living, participation and consultation, and career paths. These considerations, he argued, demanded an evolutionary reframing of worker education in line with notions of a co-operative economy.

These ideas have been promoted actively in New Zealand by the New Zealand Council of Trade Unions (CTU) and several of its major affiliates. Given TUEA's structural relationship with the CTU on the one hand and the Minister of Labour on the other, it was inevitable that TUEA's own policies and programmes through the late 1980s usually reflected the CTU's emphasis on union restructuring while taking account of successive Ministers' priorities in industrial relations. As a result, TUEA inevitably played a central role in facilitating some of the major labour market transitions that took place under Labour; this in turn generated some criticism, usually muted, from the political Left.

Union education in a new environment

In late 1990, New Zealand's new National Government moved rapidly to deregulate the labour market and restructure welfare payments in line with the neo-liberal prescription. The ***Employment Contracts Act 1991*** (ECA) represents a fundamental break with the past. Whereas previous industrial legislation assumed collective interests on the part of both employers and, especially, workers, and thus prescribed a framework within which collective bargaining took place, the new legislation assumes the primacy of individual property rights ('labour services' are a property right). Whereas the previous legislation recognised workers' collective rights and provided for the registration and function of unions, the new framework treats trade unions (now termed employee organisations) structurally as third parties; their only role is to act as bargaining agents on behalf of workers.

Philosophically, the Act purports to offer two basic freedoms: freedom to associate and freedom to contract. However, the terms upon which workers are free to associate have made it very difficult for unions to organise. For most workers, faced as they are with a hostile economic environment and large scale unemployment, freedom to contract is a pretty meaningless right. In practice, the whole balance in what is now called 'employment relations' has been shifted heavily in favour of the employer. The philosophy underlying the Employment Contracts Act is also being carried through into other legislation, such as that concerned with vocational training and that concerned with health and safety.

As I noted earlier, the previous Labour government had baulked at labour market deregulation. As a result, it was not possible to follow through to a logical conclusion a radical restructuring of education, health and other social services. Nor was it as easy as it is now to restructure and privatise publicly owned enterprises: eg. electricity generation, electricity distribution, ports, and postal services. I also noted that Labour retained some sense of the notion of social partnership. Again, with the movement towards a non-prescriptive, free-market approach to economic management, there is little room nor any need for the government to provide structurally for organised labour to be consulted.

The continuation of TUEA and paid educational leave was clearly ideologically and structurally inconsistent with a view of employment relationships based on a libertarian philosophy of individual rights, a facilitative legislative environment, and the primacy of contractual arrangements. However, the new National Government moved slowly on TUEA, even though it had long questioned its existence. In 1991, it set up a review, but funded TUEA for a further twelve months. As an interim measure, the Minister of Labour required TUEA to undertake education that ensured that representatives of all employee organisations were adequately informed about the government's new ***Employment Contracts Act*** In this sense, the government appears to have seen TUEA as a useful vehicle for facilitating the transition to the new environment. In the end, ideology prevailed, notwithstanding a very favourable review. In mid-1992, the government resolved to cease funding the Authority and to repeal the empowering legislation.

Notes on the New Zealand training regime

In the mid-1980s, the Labour Government moved to establish a national qualifications framework. This initiative reflected the emphasis being placed internationally on the centrality of education and training, as a unified concept, in economic strategies. Although conceived within a neoliberal context, residual social democratic values and elements were built into the New Zealand model. In part this reflected the Labour Government's schizophrenic relationship with neo-liberalism; but in part it reflected the extent to which the new framework was derived from similar developments in Australia and thus shaped, albeit indirectly, by the corporatist logic of the Accords.

One dimension of the framework's social democratic heritage was the recognition, even if somewhat muted, of the importance of a general education for all; another was the emphasis placed on equity consideration; another was the recognition afforded Maori (indigenous) language, culture and knowledge. But even more significant was the structuring of the framework along corporatist lines: tripartism, an emphasis on the training needs of industries, rather than enterprises, an assumption of industry-based, nationally co-ordinated, development strategies, and a skills regime that was implicitly linked to wages. Not surprisingly, therefore, unions were favourably disposed to the framework. At the macro level, it affirmed a commitment to a 'high skills, high wage' economy; at the micro level, it offered working poeple the opportunity to [illegible]ain portable, recognised qualifications. Moreover, within this framework were enhanced opportunities for women, Maori, and Pacific Islanders to break through traditional qualification barriers.

The new National Government, while retaining much of the framework, has redefined it along lines that are much more consistent with New Right ideology. At the heart of this redefinition is the increased emphasis placed on the determining role of employers: "much industry training is the responsibility of individual companies meeting their own needs" (NZ. Government, 1991, p.7). Thus the primary trust of the new ***Industry Training Act*** and the state funding that has been made available is to encourage industries and employers to determine their own training and to relate this to the national, standards-based qualifications system. Alongside this, the new Act effectively jettisons tripartism by virtually eliminating any automatic structural role for unions: 'industry' is now largely synonymous with employers. Finally, while the Government provides incentives to train, employer participation is voluntary.

7 The Democratic Imperative in a Hostile Environment

Overview

If we accept the view that the workplace is indeed changing, then the earlier quote from Stephen Wood helps point to organised labour's problem. In a restructured economic environment that leaves unions incredibly weakened, they can be ignored by management and government, unless they are deeply embedded structurally in economic, political, and social arrangements. That is only likely to occur, however, either for historical reasons, such as in Germany, or because a Labour/Social Democratic Government is reliant on unions for electoral support.

In New Zealand, employment relations, including education and training, have been restructured to provide for direct interaction between employers and employees at whatever level suits employers. However, if for cultural, historical, and industrial reasons, unions retain the confidence of members, then governments and management may be inclined - perhaps required - to co-operate with them. One obvious reason would be to facilitate smooth transitions and change and to maximise employee participation in skills development.

Unions, of course, advance many other good reasons why they should be involved in the whole process of workplace transformation. These fall into two interrelated clusters. The first set of reasons speaks to workers' interests, in the widest sense, and to unions' traditional role as the representative voice of workers collectively. Union involvement is necessary, it can be argued, to protect and advance workers' rights and interests; the concern that skill training and retraining be related to remuneration, job security and career structures forms part of this argument. The second set of reasons revolves around the idea that workers know a great deal about the workplace and can contribute very positively to innovation and restructuring, provided that they are confident that they have some substantive say over the process and the outcomes.

Without union involvement, it can be argued, workers will be distrustful of and resistant to change. It also can be argued that unions have considerable experience in worker education and the wider process of adult learning as it relates to working people. Thus unions are best placed to provide workers' representatives with much of the research, knowledge of other experiences, and other resources that are needed to participate effectively.

American insights

In advancing this package of arguments, New Zealand unions have been pointing to recent North American research that indicates that trade unions contribute to profitability. In particular, they have embraced John Hoerr's (1991) overview of this research.

Hoerr (p.31) identifies three principal themes from the research. First, that "US unions face the same crisis as US management: dealing with the new realities of global competition." The essence of this argument is that management, labour, and the government form part of an interlocking industrial relations that must now be reformed jointly in response to economic and technological challenges. Second, that "unions aren't necessarily an obstacle to competitiveness; indeed, under the right circumstances, they can make a pivotal contribution to it." The suggestion here is that a "new model of unionism is emerging that puts unionism at the centre of companies' efforts to improve their competitiveness". This is because unions provide a means of integrating employees into managerial decision-making; the lack of an institution "that gives voice to workers' interests and perspectives can block companies' efforts to adapt to change." Third, that in order "to act in this capacity, unions must reinvent themselves".

Hoerr finds that a reinvention of unions will require them to "develop a vision of how workers should shape the technological and social revolution that is transforming the workplace." It also requires a need for unions to "identify new 'leverage' points for union influence". Finally, unions "must improve their own human resources to help put labour's new vision into practice" (p.31).

All of this implies that unions need to develop an integrated education and training strategy. Part of that strategy is related to union organisation: vision, the identification of points of leverage, and the improvement of unions' human resources. Part relates to understanding better both workers' and employers' education and training needs. The first element is a task for union education; the second element is a task for a much wider range of educational and training agencies, including employers' own training divisions.

Australian insights

The Australian experience also continues to be relevant, especially after the 1993 federal election. There, the ACTU has long recognised the centrality of education and training, both in terms of organisational concerns and as a point of leverage. In 1992, it brought together its ideas on the relationship between workplace reform, skills development, high competence, and an educated workforce in a policy document entitled ***New Work Culture***. This booklet offers the most comprehensive, integrated, union statements on education and training I can recall reading. Quite deliberately, the ACTU has set out policy views on every aspect of schooling, tertiary educatiion, and post-compulsory vocational education and training, all within the framework of a lifelong view of education related to employment. In Martin Ferguson's (1992) words, ***New Work Culture***:

argues that there must be an even closer link between work, work redesign, efficiency and the education system at all levels. They must become an almost indivisible whole (p.2).

At the same time, the ACTU reaffirms quite strongly traditional labour views with respect to the need for a sound general education; Ferguson continues:

However, the union movement rejects the traditional narrow approach to vocational education and believes that a broad general education that enhances the individual's creative abilities, assertiveness and interpersonal skills, allied to a world view of the context in which he/she is working, will be as important as technical skills (p.2).

New Work Culture accepts much of the Mathews' thesis that the workplace is changing fundamentally and that Fordism/Taylorism is being abandoned. It also argues that Australia has a choice between a high skill/high wage economy or a low skills/low wage alternative. It then advocates a close relationship between education, qualifications, and award classification. For this to be accomplished, there needs to be a clear qualifications framework with established benchmarks to which pay and conditions can be directly related.

Bringing it all back home

Australian policies and developments are having an enormous influence in New Zealand at present. The principal carrier of these views is the New Zealand Engineers Union, although other unions too have now accepted, in broad terms, the same 'high skills/high wage strategy'. The Engineers Union's views have been summarised recently by one of its employees, Mike Smith (1991). Smith accepts that:

unions operate in the market. Integration into the global marketplace means that New Zealand manufacturers, services and workers are required to produce to equivalent standards of quality, flexibility, speed of response, variety and cost as the best producers in the world (p.4).

Smith suggests that there are four elements to manufacturing for a global market: new technology, upskilling, new work design, and changed industrial relations. With respect to the last of these, he holds that:

Cooperative procedures, consultative committees, professional negotiation and dispute resolution all work to maximise production and minimise disruption to the mutual benefit of workers and employers (p.5).

In Smith's view, this integrated approach is necessary for building industries and enterprises that can compete internationally. All of this has major implications for education and training:

Education and training provides the common core to all these developments. Training is not only required for upskilling, but a good basic education will be required to make the best use of new technology. Both workers and management require training in new work organisation and new forms of management and industrial relations. (p.5)

The New Zealand Council of Trade Unions actively promotes these ideas in a series of recent policy documents (NZCTU, 1992A, 1992B, 1993, 1993). In summary, its integrated strategy includes:

(a) strong support for the workplace reform movement;

(b) advocating a 'quality future' by proposing a co-operative growth strategy;

(c) stressing the need for a quality public education system early childhood through to tertiary;

(d) offering an industry training plan that emphasises the development of skills.

8 Formative Conclusions

In this paper I have discussed theoretically and practically the ways in which worker education and training has long been and remains a site of struggle between capital and labour. I have done so from an inherently democratic labour-studies perspective that seeks to enlarge working people's understanding of the forces that shape their lives. Against this backdrop I have attempted to show that a modern labour studies perspective on worker education and training is framed by ideological and industrial considerations. The key to any practical labour studies strategy, I argue, is the retention of, or the return to, some form of quasi-social democratic consensus.

I have also sketched some aspects of the debate about the restructuring of work. The only point I wish to make is that while union movements in several countries seem to be basing much of their strategies on the sort of analysis provided by John Mathews, there is a strong body of opinion that questions many of the assumptions and conclusions of this analysis.

The scope of action for unions, I suggest, is very limited. This is an era when social democratic forces are very much on the retreat in the face of systemic economic problems and the present triumph of New Right ideology. In the new environment, unions are struggling to find leverage.

Drawing on a selection of examples, I have tried to show how unions in New Zealand and elsewhere now view education and training as a key factor in meeting workers' aspirations. I also trust that I have shown how this focus usually relates to a very integrated cultural, economic, social, and political strategy, although the extent to which such a strategy has been developed differs between countries and within countries. I hope I have managed to show how contemporary aspirations and union strategies resonate with strong echoes from the past. In this sense, it is important to note the emphasis organised labour continues to place on a sound, general, academic education.

Although uneasy and at times very critical of recent developments in worker education and training and organised labour's response, I remain unconvinced that, in the short term, there are many alternatives. The problem is that we live in hostile times dominated by the industrial imperative. Unions also operate in a contestable marketplace. As the ACTU's Martin Ferguson (1991) observes: "neither the union movement nor social democratic parties ... have a guaranteed future" (p.1). That future, he holds, depends on unions "delivering a service which is perceived as being relevant to the needs and aspirations of the people we represent". This inevitably requires those who subscribe to a democratic imperative to adopt a pragmatic approach to contemporary issues in worker education and training without abandoning the essence of our vision or heritage.

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Euro-Delphi: A Comparative Study on the Future of Adult Education in 14 Countries 1993-1995

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1 Introduction:
The Start of a New Comparative Study-and-Discussion Project

During the first weekend of September 1993, 18 professors and/or researchers in the field of adult continuing education from 13 countries met in the old university town of Leuven to take the final methodological and operational decisions on a "Delphi-type comparative study" into the future of practice and policy of lifelong learning in 14 countries. Together they constitute the steering committee of this two-year project. At the end of this meeting, they basically agreed upon the goals, the contents and the organizational and financial format of the study, so that the project itself could now start in each country.

Before explaining the whole plan in greater detail, I want to go deeper into its antecedent. The first proposal for this study was made at an international seminar organized by Mr. F. Pöggeler at the August Pieper Haus in Aachen in September 1992. The occasion for this three-day meeting was the publication of the book ***Perspectives on Adult education and Training in*** Europe, edited by Peter Jarvis. (**Jarvis**, 1992). The central focus was - of course - on comparative studies, and it was a good occasion to present a plan for a cooperative study in the 12 EEC countries, and in other European countries represented in Aachen (**Leirman**, 1992). Eight colleagues from 7 different countries expressed a real interest in the plan. So did the representative of the EEC Task Force on Human resources, Education and Youth, Mrs. M. P. Connan, and the author of an evaluative report on previous projects sponsored by the Task Force, Mr. J. Jansen, who both participated in the Aachen meeting.

The next step was the presentation of a project plan to the Task Force, which had a curious character. It described the goals, contents and methodology of the future project, and referred to the two previous Delphi studies done in Belgium - but this was not of central importance here, given the fact that the Task Force does not subsidize research projects as such, but only the organizational activities surrounding them. Such activities are: seminars, steering committee meeting, colloquia, publications.

It took the task Force no less than 10 months to reach a final decision on whether to fund the project or not. This was due, in part, to an ongoing reorganization within the EEC-administration, and to the fact that the aforementioned evaluation of previous projects had not yet been fully terminated. In July 1993, we received a letter from the new director, Mr. T. O'Dwyer, stating that the project would be funded for its first year, with a sum of 55,000 ECU, to be divided between the coordinating center in Leuven and its 11 partners. This is not a great amount by any means, yet the Task Force support has an important symbolical and maybe political meaning: as the acceptance letter stated, the EEC wants to integrate "general cultural education" within its predominant perspective of supporting vocational education and training, under the heading of "furthering European citizenship and participation". In that same period, several Colleagues had sought funds for their national studies, with mixed, but generally positive, results.

2 The Groundwork: The First and Second Delphi Study in Belgium

The Euro-delphi project is based upon a two-year Delphi project undertaken in Flanders, Belgium, by the universities of Leuven and Ghent, under the auspices of the Ministry of Education. Its title was: **Education '92: Towards an Offering that Covers the Needs and a Better Coordinated Policy of Adult Continuing Education In Flanders.**

To many readers, the term "Delphi" may conjure up images of ancient Greece rather than those of research methodology. Delphi, as those acquainted with ancient Greece know, sands for "consultation of the oracle", which, through its priestess, gave answers to questions asked by pilgrim citizens. In its original version as a research method, developed in the 1960s, Delphi means the organization of a series of written discussions among independent experts about the probability of future events and their consequences. The experts receive written questions in a first round, these are analyzed by the researchers, and fed back to the expert panel in the form of a report, together with a second questionnaire, in which some questions are repeated, and new questions asked. Usually, the whole process is terminated after three rounds with a final report. This original method, applied to such issues as "leisure time in the year 2000", "urbanization of the future", "the organization of time in post-industrial society" has been called the ***prognostic Delphi method***. In the area of adult education, we find a good illustration in the Dutch project of Stroomberg e. a. concerning future orientations of adult education. (**Stroomberg** e. a., 1987) with ca 110 experts representing different sectors. The study revealed, i. a. that the experts saw two great "streams" of adult education for the future: vocational and qualification-oriented education and general "free" social-cultural education. Only in the area of adult basic education did the two orientations seem to meet.

One of the problems with this type of research is the abstract and futurological nature of the topics being dealt with, and the tendency to use homogeneous groups of experts who only "give their opinion". At the end of the '60s, M. Turoff introduced a participatory variant, called the ***policy-developing Delphi.*** **(Turoff**, 1975) He defines it as follows: 'Delphi as it originally was introduced and practised, tended to deal with technical topics and seek a consensus among homogeneous groups of experts. The policy Delphi, on the other hand, seeks to generate the strongest possible opposing views on the potential resolutions of a major policy issue. In the author's view, a policy issue is one for which there are not experts, only informed advocates and referees. The policy-Delphi also rests on the premise that the decision- maker is not interested in having a group generate his decision; but rather, have an informed group present all the options and supporting evidence for his consideration'. W. Faché, who used this variant of the method for several projects in Belgium and the Netherlands, calls it a "participatory Delphi"**(Faché**, 1992, p. 108)

For our original project, two types of issues were put forward: the actual learning needs of adults and the degree of response by adult education organizations on the one hand, and the (non)coordination of adult education policies in our community on the other. The sample selected consisted of about 300 actors in the field of adult education in Flanders/Belgium. They played one or more of the following roles: policy maker, educationist, educational researcher or critical commentator, and were mostly involved in one or more of the following five sectors: adult basic education, vocational adult education for 15-21 year olds, vocational/professional adult education for persons above 21, social-cultural work c. q. general or liberal adult education and senior citizens' education.

In terms of contents, our approach was to move from the question "What are, according to you, the major **problems** and **challenges** confronting adult persons in the society of the 1990s?" to ensuing questions about **goals**, educational **offerings** and general and specific **policies** of the authorities and of the major organizations, now and in the future. The method used was, as we stated above, that of a policy-developing Delphi i. e. three progressive rounds of written discussions based on questionnaires, whereby the data of Round 1 were analyzed and reported back to the Delphi- sample, and used as a basis for a second questionnaire in Round 2. These data were then again analyzed and reported back before starting Round 3. After the three rounds, we produced a synthetic report and organized a "Forum-day" on March 30, 1992, where 110 participants discussed the results, especially the proposals for new practice and policy. We then drew up a final report containing the following parts: a synthesis of the data obtained in the 3 rounds, the conclusions of the Forum-day, reflective chapters on goals, policy and Delphi methodology and a general synthesis of findings and suggestions. **(Leirman, W. Fache, W**. e. a., 1992)

In the research itself, a total of 150 resource persons participated, with an average of 78 per round. The basic aim of such a tedious procedure was to come to precise proposals for a new policy based on solid information and cooperative discussion. In 1992 we undertook a one-round Delphi-type study, using a standardized questionnaire containing mostly closed and some open questions from the three rounds, in the French-speaking community of Belgium, together with a group of 21 students of the FOPA-institute at our sister university of Louvain- la- Neuve. Together with these students, we also organized a colloqium with some of the respondent on June 6, 1992. **(Leirman, W. & Fopa-Students, 1992)**

We then started thinking about possibilities of extending this project to the whole of the European community and to other countries as well. As stated in the introduction, an international seminar held at Aachen in the fall of '92 gave us the opportunity to describe our project, present some of its results, and make a proposition to repeat it in the EEC and other European countries.

Let us now look at some of these major results.

2.1 Life Problems and the Contribution by Adult Education

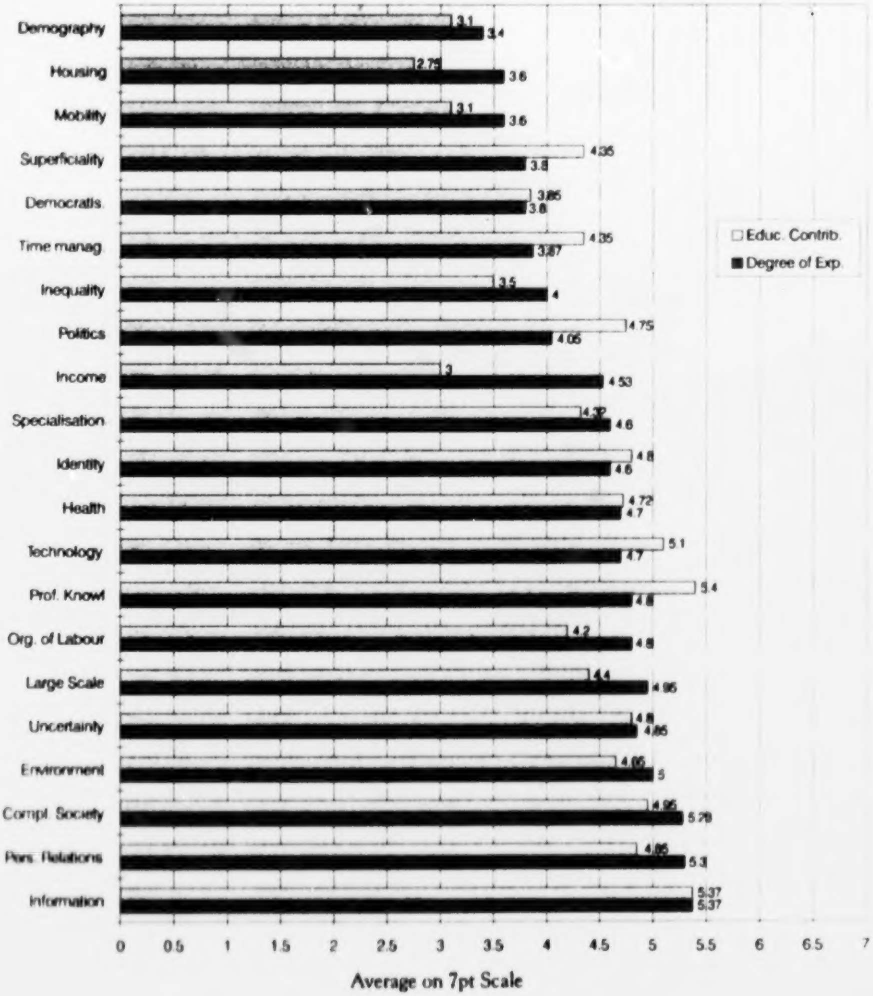
In our first Delphi-round, we received 86 answers, fairly equally spread over the different actor roles and educational sectors. Our first open question resulted in the naming of 271 different problems or issues. Content analysis of the answers led to the identification of 21 different problem areas, from "Demographic changes (including immigration)" and "physical mobility of persons" to "Environmental pollution", "Complexity of society" "Difficult access to information" and "Lack of meaning to life". In Round 2, we fed back this set of problems, and opened with two general questions: "To which degree do adults experience these problems?" (on a 7-point scale). We asked the same questions in the French community. The overall result are presented in Figure 1 (on next page).

Our Delphi-panel saw five serious problems for adults in our society: the overload c. q. the inaccessibility of **information**, tensions in the field of **Interpersonal Relations** within the family and the work sphere, the **Complex of Society, Environmental Pollution**, and personal **Uncertainty** and lack of **Meaning to Life**. Fairly serious problems are the **Continuous Enlargement of National to International Scale**, the **Demanding Organization of Work and Labor**, the lack of **Professional Knowledge**, the difficult access to **Technology**, the threats to **Health**, the securing of **Personal Identity, Specialization** and threats to **Personal and Family Income**

Finally, there are a number of problems receiving a far lesser degree of importance attached: **Restricted Democratization, Superficiality in Consumer Society, Mobility, Housing and Accommodation, and Problems Arising from Changes in Demography.**

A factor analysis ***revealed three basic factors*** in this problem set: personal life problems, problems related to professional life and labor, and problems related to the functioning of society. The Flemish panel attached the greatest importance to the first and the second set of problems, whereas the French-speaking panel attached a relatively (non-significant) greater importance to societal problems.

Figure 1: Degree of Problem Experience by Adults and of Possible Contribution by Education (Flanders, 1990)



The next question was that of a possible contribution to solving these problems by means of (adult) education. The second figure reveals three trends:

1) our panel is fairly optimistic about three problem areas: **Professional Knowledge**, **Information** and **Technology** (in that order);

2) moderate optimism reigns in areas like **Complexity of Society, Personal Relations, Uncertainty, Identity, Environment, Politics** and **Health**;

3) our panel is moderately pessimistic in problem areas like **Mobility, Demography, Income, Housing**

This differentiation in "educational belief" is fairly much in tune with the actual dominant trend in adult education, where the highest attention is given to professional knowledge and technology, and where the mode of education called "training" plays a predominant role. The same can be said of the French community, even though technology seems to play a less important role there.

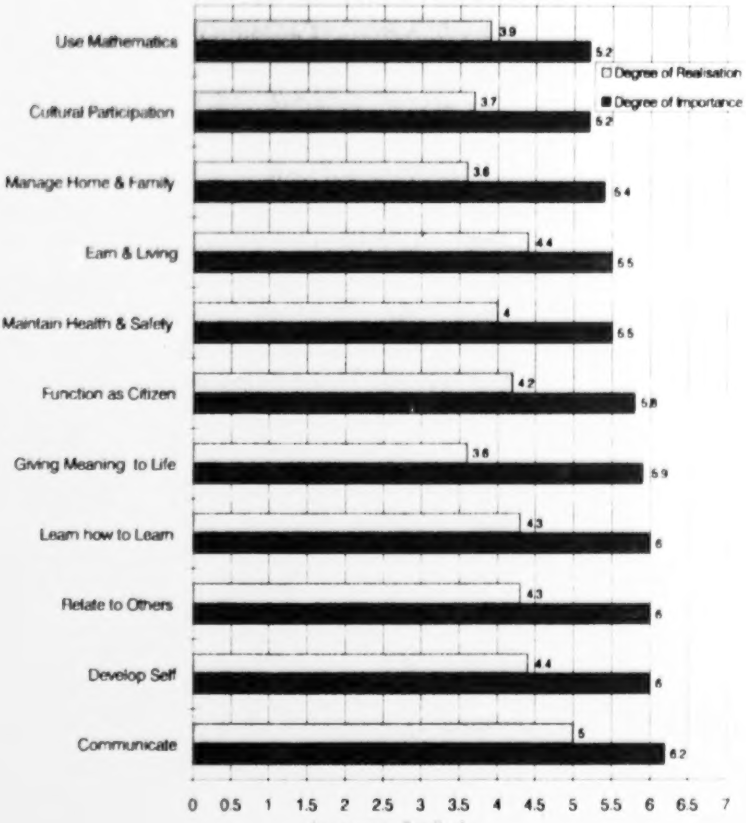
2.2 Adult Education Goals and their Implementation

As we already indicated, in our research we moved from **Problems** to **Goals**. For that purpose, we used a specific framework of adult education goals (both general and specific), developed by K. Martin and A. Todd in a similar research project in the province of Alberta, Canada (**Todd & Martin**, 1987). We were able to classify the largest part of the answers of the Flemish panel into their nine major Categories- plus-subcategories - from "**Communicate**" and "**Learn How to Learn**" to "**Earn a Living**" and "**Use Mathematics**", which are indicated in our figure below. However, looking at the content of our material, we had to add two categories which we felt were missing as general categories from a European point of view: "**Give Meaning to Life**" and "**Participate in Culture**". In Round 2, we again asked our panel to tell us "How important are each of these goals in your eyes" and "To what degree does the field of adult education effectively work on these goals?" We present the results on our second figure (on next page).

As one can see, all goals are found to be important-to-very important, with six top priorities: **Communicate, Learn How to Learn, Relate to Others, Develop Self, Give Meaning to Life** and **Function as a Citizen**. At this point we found a significant difference between the Flemish and the French community. There, the most important goal was **Function as a Citizen**, and societal goals were more important there than personal development goals.

Looking at the degree of "effectuation", one immediately notices that our panel thinks that the degree of attention in actual practices falls far below the degree of importance in most goal areas. Only one important goal appears to find a fair degree of attention: that of **Communicating**. This is also the area where panel members signal most innovations in recent practice, especially in the sense of language learning and learning how to work in groups. However, the area revealing the smallest discrepancy in absolute terms is that of **Earning a Living**, especially in the sense of professional training. Here too, panel members signal a great amount of innovation in recent years.

Figure 2: Degree of Importance
and of Realisation (Flanders, 1990)



The biggest discrepancy is found in the area of **Giving Meaning to Life**: this very important goal seems to receive rather poor attention in actual practice, and panel members signal very few innovations in this area. Notice also that the some applies to **Cultural Participation** and **Manage Home & Family**. When we added the first two items to the original list of nine goal areas, we expected that these would be "strong points" of adult education in our country. Instead, our panel signals that there remains much to be done, and this in virtually all areas. In Round 3, we therefore asked the question "What should be done to narrow the greatest gaps which were signaled?" We received a lot of suggestions, and next to those to be expected (better programs, more advertising, more support, etc.) there was a fairly large group of panel members who said that in these areas - and also in that of **Functioning As A Citizen**, we should incorporate to a far greater extent dramatic art and expression.

One might state that a set of 11 major goals for adult education is too complex to handle in actual practice. Could we not reduce this complexity, e. g. in terms of "key skills" or of "major directions in adult education"? An example of key skills is found e. g. in recent legislation in the German province of North-Rhine Westfalia, where six skills are enunciated:

- expert a profession and manage professional skills;
- participate in social and political life;
- living together in a family and in other types of communities;
- develop a personal identity;
- give shape to leisure time;
- acquire culture and scientifically based knowledge.

When we look at the above list, we notice indeed that most of the goals can be grouped into one or more of these six skill areas. On the other hand, aspects like "Communicate", "Learn how to learn" and "Give meaning to life" are not fully covered by this list, where the focus is on cognitive and social "skills".

One of the major conclusions of our research seemed to be that whereas policy makers and adult educators in our country - that is in both the Flemish and the French community - are reasonably optimistic about the problem-solving potential of adult education, they are skeptical about the real contribution made by the different forms and sectors of adult education in terms of its different and important goals!

2.3 Adult Education Policies

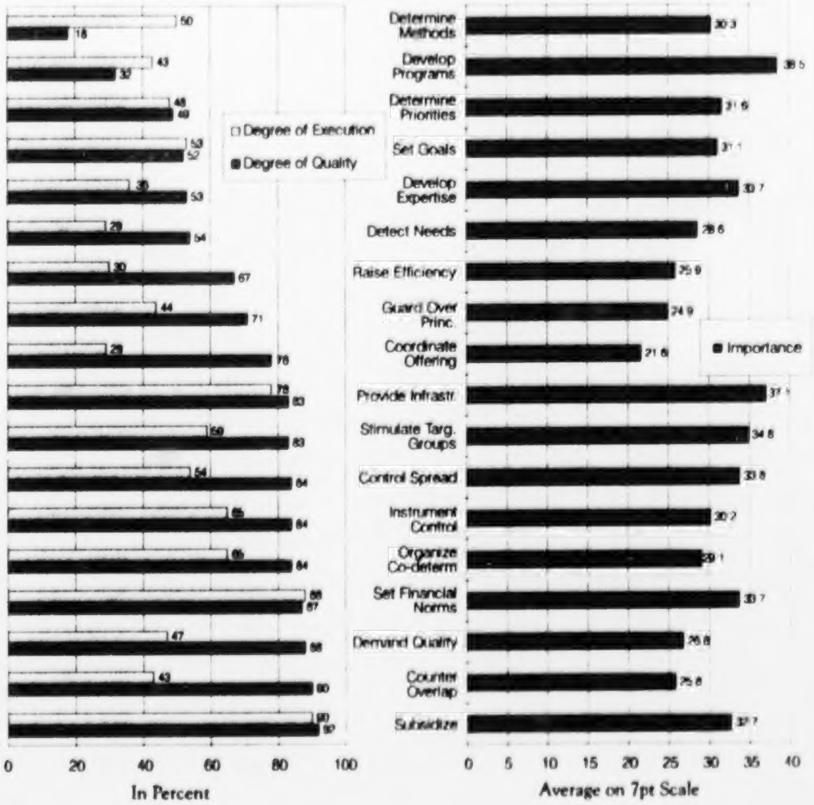
The second part of our research dealt with policy problems. Here, we presented the following topics: educational tasks of authorities and governing bodies, recent legislative measures (laws and decrees), collaboration between sectors/partners, the general policy structure and framework, the European dimension.

We are not going to discuss every one of these issues, but restrain ourselves mainly to two: the ***tasks*** and the ***European dimension.***

As to TASKS, we presented our panel with a set of 19 possible tasks, which had by and large been mentioned by them in the first Round. We asked a threefold question: "How important are these tasks for public authorities?", "To which degree do they execute them?", and "What is the quality of execution?"

Our next graph presents the overall result in a synthetic and concise way. We have rank-ordered the different tasks according to their degree of preference. As the bottom of the figure reveals, there are about 10 tasks which are esteemed to be of great importance, from **Subsidize, Counter Overlap of Offering, Set Norms for Quality** viz. **For Financing** and **Organize the Co-determination of Policy by Participants** down to **Coordinate the Offerings**. However, three tasks receive a score below 50%: **Determine Methods, Develop Programs** and **Determine Priorities for Practice**.

Figure 3: Importance, Degree of Execution and Quality



The degree of execution by the public authorities roughly mirrors the same rank order, with a few noticeable exceptions however: tasks such as **Control the Quality of Offerings, Guard over the Degree of Spreading of Offerings** and Counteract Overlap are far less frequently executed than our panel members would like them to be. On the other hand, some of the forementioned non-preferred tasks, are viemedas being executed (too) frequently.

One of the great surprises of our Delphi-research was the ***evaluation of the quality of policy execution.*** Barely any task receives a score beyond the mean of 35/70. Knowing that nearly 40% of our panel members were policy actors, this is a telling judgment of (part of) their own work! In Round 3, we asked them what were the main reasons for this poor quality. Four sets of reasons were offered: "pillarisation" (influence by the powerful ideological lobbies), incompetence of bureaucracies, fragmentation of competencies and lack of vision.

With respect to the ***European dimension***, panel members signaled a large number of cooperative inter-European initiatives, especially in the area of vocational/professional education, on the policy level as well as on that of actual practice. We also asked which kinds of function were fulfilled in this area. The results show that two types of actions are well developed: the exchange of know-how, and cooperation in specific program areas. Finally, panel members agreed that a "European identity in the field of adult education needs to be developed".

3 Goals and Contents of Eurodelphi

At a preliminary seminar meeting in January 1993, we held a first thorough discussion on the whole project, including its methodology. The 12 colleagues present paid great attention to the major goals. We finally agreed on the following set of "Project goals" (PG):

PG 1. To conduct a comparative Delphi-type study, involving selected samples of experts or key informants in 12 to 14 European countries, regarding their understanding of:

- adults' learning needs in terms of issues and challenges confronting them
- the desired and perceived contribution of the education of adults, including innovative practices
- the shaping of national and European policies in terms of tasks of authorities and coordination of policy and practice

PG 2. To contribute to the development of models for the comparative study of the education of adults in Europe

PG 3. To hold informed national debates with national samples of experts, and interested practitioners and policy makers, based upon national report

PG 4. To formulate propositions for shaping European policies on the education of adults or lifelong learning based on a final report

The sequence of these goals is not accidental: we move from the practical and theoretical educational research goals to the practice and policy-oriented ones. This whole spectrum is what a policy-developing Delphi is really about: based on a set of qualitative and quantitative date, one moves towards a "documented debate" about one or more central issues. In Delphi, it is not usual however, to stress theory - or model-building. This theoretical dimension was added onto the project upon the request of our British colleagues, who introduced an application with the ESRC-research council, where a link between theory and practice is of foremost importance.

One misunderstanding about the Delphi-method is related to the question of representativity. As Turoff and many others have remarked, we cannot speak here of quantitative representativity but rather of a qualitative one, which he calls "problem representativity". This means that Delphi researchers will try to have "each view on problem X" represented in their resource panels. In our case, the "problem" is the actual and future practice of adult education, grouped around two basic issues: the learning needs of adult and the policy tasks of public authorities. One can never be sure, of course, that all kinds of opinions on these issues shall be represented in the panel. One can only approximate that ideal by some cautious measures. In our research we try to maximize the differences in our panel by involving four types of actors - policy makers, educators, researchers, commentators - related to five different sectors: adult basic education, vocational/professional education for young adult and adults, general or liberal adult education and in-company-training. Several research projects of the recent past - like the one mentioned by Stroomberg e. a. - reveal that there are clear divergences of opinion among the representatives of these five sectors about the issues.

All this implies, of course, that our comparison will be ***among expert panel from 14 countries*** expressing themselves on a set of precise issues, presented to them in the form of a standardized questionnaire. Ideally speaking, we should repeat the Flemish Delphi study in each of the 14 countries, and establish a common instrument on the basis of those findings. However, this would involve time energy and money which we do not have available. Furthermore, one has to ask oneself the question of costs vs. benefits: would such a tedious procedure lead to many innovations compared to the present instrument?

The aspects/variables treated in Euro-delphi are represented in the table on the next page. As one can see, the instrument contains three parts:

1) the expert's profile - containing necessary information about their function and sector, their activities, their gender and age and the level of their expertise. (in traditional research language, these are the "independent variables")

2) a second part centered around adults' life issues and the possible contribution of adult education to help solve them, the importance and implementation of goals, and innovative practices

3) a third part centered around ***policy***, with questions about the already mentioned tasks of public authorities, the legal framework and its evaluation, the spread of

offerings, the cooperation between sector or types of provision and the European dimension.

PART I: EXPERT'S PROFILE	**QUESTION**
ACTOR CATEGORIES (N = 4)	1
FIELDS/SECTORS (N = 5)	2
PARTICIPATION IN AD. EDUCATION PRACTICE	3
LEVEL OF EDUCATIONAL EXPERTISE	4
AGE, GENDER	5
PART II: ISSUES/GOALS/OFFERING	
ISSUES & CONTRIBUTION BY ADULT EDUCATION (N = 21)	6 - 9
GOALS: IMPORTANCE + TIME & ENERGY INVESTED (N = 11)	10 - 12
INNOVATIVE PRACTICES IN EACH GOAL AREA	13 - 15
PART III: POLICIES OF PUBLIC AUTHORITIES	
TASKS OF AUTHORITIES (N = 19)	16 - 28
LEGAL FRAMEWORK PER COUNTRY & EVALUATION (N = 4)	19
GENERAL LAWS AND POLICY STRUCTURES	20 - 24
SPREAD OF OFFERINGS	25
FORMS OF COLLABORATION AND COOPERATION	26 - 28
EUROPEAN DIMENSION: COOPERATION	29 - 30
EUROPEAN DIMENSION: SUBSIDIARITY	31
EUROPEAN DIMENSION: START QUALIFICATION	32 - 33

TABLE 1: Overview of variables and related questions in the Euro-delphi questionnaire

The previous table may suggest that the questionnaire contains only closed questions. In reality, it generally combines two or three closed questions with one open question, where the respondent is asked to give examples, comments or suggestions. By way of illustration, we present the set of questions 26- 28 on collaboration between several sectors or types of provision:

(26) Which type of combination seems to be the most useful to you?

(27) At which level do you think this type of combination may function well?

(28) How do you conceive of this combination and what are conditions for good functioning? Could you indicate to us certain concrete examples or formulate certain suggestions based on your personal experience?

Instruction:

Propose 1 or 2 combinations which you consider to be desirable and indicate which combination you prefer personally.

Combination 1: .... and ....

For which type(s) of activity(es) do you think the collaboration might be useful?		At what level do you think this type of partnership may function well?					How do you conceive of this partnership and what are conditions for a good functioning? Could you indicate to use certain concrete examples of formulate certain suggestions based on your personal experience? (Please use back of preceding page)
		Local	Region	Province	Nation	International	
0	DEVELOP PROGRAMME						
0	DEVELOP COMPETENCIES						
0	STIMULATE THE DEVELOPMENT OF COMMON CURRICULA						
0	EXCHANGE EXPERTISE						
0	TRANSFER PARTICIPANTS TO PARTNER						
0	WORK TOWARDS COMPLEMENTARY OF OFFERINGS						

As one can see, the respondent is requested to indicate, for a chosen combination between e. g. vocational education for adults and adult basic education, the types of collaboration (s)he deems desirable, to indicate the level at which this should be organized, and to answer the open question as to practical realization and/or examples.

4 Labouring on a Common Instrument

One of the major issues in comparative research is that of*institutional and/or linguistic (non)equivalence* of notions, terms and phrases. The two steering committee seminars held thus far were basically oriented to this issue. We went twice though the whole questionnaire, of which the basic content and the overall structure had been predetermined, but not the specific ordering nor the *wording*. The extensive minutes of these meetings contain numerous examples of this painstaking type of group work. Let me give only a few examples.

The first one is on institutional nature. The national Delphi-panels of about 100 experts will be recruited more or less equally form the five sectors mentioned above. Even though the terms used are to be found in many international overviews of adult education practice, each type of sector or provision allows for variances in its target

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groups, its structural emplacement, its contents, etc. One notorious example is ***adult basic education*** (ABE). In the original proposal, we had circumscribed ABE as "education for lowly--schooled adults". However, it appears that this term does not cover the some type of ***target group*** in each country: sometimes, like in Spain, the target group are the adults who are functionally illiterate and/or hove not completed grammar school, whereas in other countries ABE is oriented towards all adults who have not reached the educational level of the end of secondary education. Furthermore, there are at least two criteria being used here, either implicitly or explicitly: the ***achieved level of school education*** and the educational ***qualification aimed at,*** apart from any consideration of the actual schooling career. After quite some discussion, we agreed that the primary criterion to be used is the one of ***educational qualification***, which we described as "functional and civic literacy, i. e. possessing the basic skills of literacy, numeracy and of participating in society as a knowledgeable and responsible citizen".

A conclusion reached at the end of this discussion was that each national report should contain a brief but clear description of the structure of adult education and of the implication of the terms in use, whilst making reference to general publication, like the one edited by P. Jarvis.

In terms of concepts, there was quite some discussion about the terming of ***issues*** and of ***goals***. Thus, the first version of the questionnaire mentioned the goals of "ACQUIRE INCOME THROUGH WORK", which was literally taken from the Canadian Catalogue, and which covered such sub-categories as "apply for work", "handle a budget", "maintain a job qualification" etc. Some English--speaking colleagues remarked that this was not an ***educational goal*** as such, but rather a general societal goal for adult citizens. Therefore, we finally agreed to reword this some content as IMPROVE EMPLOYABILITY AND INCOME, which refers indeed to learning and education. A similar remark was made about the term FUNCTION AS A CITIZEN, this time from the Portuguese and the Spanish side: "foncionar come ciudadano" means there something rather mechanical and has a negative connotation. Therefore, it was proposed to use the term PARTICIPATE AS A CITIZEN or an equivalent. In Spanish this would then be "actuar como ciudadano". Of good help for this discussion was the list of 5 to 8 subcategories under each heading, which was developed in the original Delphi study, and provided to all participants in the seminar. At some point in time, a few colleagues suggested we offer all these subcategories to the respondents, as specifications of the general terms. In the end, this proposal was rejected for two reasons: the length of the questionnaire, and the possibility that respondents either might accept only some of the given specifications and reject others, or might want to add their own specific items. The fact neither the Flemish not the French Delphi study in Belgium had led to any problems in this respect also played a role in the final decision to maintain the broad categories.

This preparatory work will of course not solve all problems of linguistic and institutional equivalence. The fact, however, that the research instrument was commonly elaborated offers a guarantee at the level of***reliability***: the researchers know the specific meaning of questions and terms, and will see to it that the translation into their own language will be convergent to this commonly agreed content. It was also useful that we had three versions of the same questionnaire: a Dutch, an English and a French version.

5 Phasing and Organization

The Euro-Delphi project covers a time span of two years: from mid-1993 to mid-1995. It is spread over three phases: a ***preparation phase***, a ***research phase*** and a ***discussion-decision phase***. Let us look now at each of these phases and their specific activities.

Phase 1: Preparation Phase (june - December 1993)

- acquiring of research funds for the national study
- appointment or hiring of research staff
- setting up national steering committees with representatives of different sectors and actors
- preparation of the common research instrument (common English version and translation/adaptation into the national idiom)
- exchanging computer analysis programmes
- selection of a national sample of ca 300 persons (target: 100 participants)

Phase 2: Research Phase (January - September 1994)

- mailing of questionnaires
- codification and analysis of data
- writing of national reports (ca 50 p.)

Phase 3: Discussion-Decision Phase (October '94 - Sept. '95)

- National colloquies with panels and representatives
- writing of national summaries/proposals
- European colloqium in Barcelona (Sept. '95)

Some of these steps are common to any research project, whereas some others require further explanation.

A very important task for each country is ***the composition of steering committees*** of 5 to 10 members, and the ***selection of expert panels***. These two operations are in fact linked: the steering committee should mirror the actor and sector categories, and contain knowledgeable members with good contacts with their own fields. Basically, it is the steering committee which together selects the national resource panel. The total effective number of panels should be about 100, which, given our twofold experience in Belgium, may well mean that one composes a total sample of about 300 candidates. These should be fairly evenly divided over the actor and field categories. We agreed that in the final panel, no subgroup should count less than 15 or more than 30 members. The ideal composition would be one of 5 x 20 members, but that remains an ideal. A highly motivating factor for participation is the assurance that respondents will not only receive the national report, but also be invited to national colloquia and (albeit only by delegation) to the European colloqium in Barcelona. In comparison to the original study in Belgium. Euro-delphi will engage, at least in a number of countries, ***participant panels*** of about 25 people, thus allowing "everyday adult learners" to express their views and their experiences.

As to the research phase, great attention has been given to the ***codification of data*** and ***computer analysis***. We have constructed a ***code-book*** and a common ***template*** or computing pattern of introducing the data into the computer. Analysis of data will be done at the computing center in Leuven, via the SAS-programme. This will guarantee that a common data bank can be constructed, and that national research teams will receive their results fairly quickly, and in a common format. On that basis, national teams will be able to write their brief national reports of about 70-80 pages before the deadline of September '94.

The most important phase of all is the third one. Here, each country will organize its own colloqium, involving the largest possible number of respondents, plus a number of (new) policy actors and educators. Our experience in Belgium indicates that respondents are generally eager to participate in this "second round", which brings the project on the Delphi-level of common discussion and the attempt to reach some form of consensus on priority actions. In Flanders, this colloqium lead to the proposal of setting up experiments of regional coordination of the major forms of adult education, an experiment which indeed started in mid-1993. This is an example of one possible practical result of the project.

A second discussion moment will be situated at the European level. Although the programme for this event has not yet been decided, it is clear that there will be at least two major topics: inter-European comparison of data and the discussion of European policy issues. At this point, the Task Force will be invited to play an active role, so that the proclaimed goal of promoting the integration of vocational and general adult education can be brought to the "documented" discussion table of Eurodelphi.

It is also clear that the general Eurodelphi-steering committee will have to play its role of continued supervision, exchange and reflection. As of today, it was agreed that we would hold two weekend seminars per year, and the dates and agendas for the next two meetings have already been established.

6 Conclusion: A Communicative Venture

According to the reactions of participants of the original Delphi-study in Belgium as well as of several colleagues, the Euro-Delphi project is attractive and promising because it draws practitioners and policy actors fromt the onset into a process of reflective discussion and common decision. The term "respondent" does not adequately describe this type of involvement. Of course, Euro-delphi does not entirely fit the usual three-round Delphi model. Nevertheless, its being based on a true Delphi study, and its provision of a national and a European colloqium brings it close to the original model. In a forthcoming book on ***Four cultures of education***, I have used the Delphi-method as a clear example of ***the communicative culture of education***, according to which "to be is to communicate, and to learn is to dialogue". (LEIRMAN, 1993) Basically, it operates from within the lifeworld of people and their own experiences, and tries to influence the social-economical and political system. We there encounter both its strength and its weakness: a method like the policy-developing Delphi is a "bottom up" method which operates in close contact with the real lifeworld, but it must rely on the "system" to realize its proposals and intentions.

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Adult Education in Thailand

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Thailand

This paper provides an overview of Adult/Non-formal Education in Thailand. It consists of 8 parts, viz:

1. Meaning of Adult/Non-formal Education;
2. Goal;
3. Social Background and History;
4. Organisations;
5. Programmes;
6. Clienteles;
7. Budget;
8. Conclusion.

1 Meaning of Adult / Non-formal Education in Thailand

Adult/Non-Formal Education in Thailand is provided for the out-of-school and the underprivileged population of all ages, with the aim of to promoting better academic, vocational and recreational knowledge and skills so that the people can achieve an appropriate standard of living and lead a productive life.

2 Goal of Adult / Non-formal Education in Thailand

Quality of life, with emphasis on economy and literacy are the goals of Adult/Non-formal Education in Thailand.

3 Social Background and History for Adult / on-formal Education in Thailand

Thailand is a democratic country. Eighty percent of the population live in rural areas, earning their living by agriculture. Generally, most of them are poor with a lower standard of education than those who live in urban areas.

In the past, temples and churches played a major role in education. Since the ministry of education was established in 1891, Thai people were able to see the difference between Adult and Formal education. It became more obvious in 1938, when the Division of Adult Education was established under the Department of General

Education, Ministry of Education. The target population were those over the age of 15 years. Since the introduction of the lifelong education philosophy into Thailand in about 1978, adult education has been expanded to people of all ages. The term "Non-Formal Education" was also introduced into Thailand around that year. When the task of the Division of Adult Education was expanded to department level in 1979, it was widely accepted. It has also brought about a name change from the Division of Adult Education to the Department of Non-Formal Education.

The original aims of adult education in Thailand were to reduce illiteracy and to induce a better understanding of the roles of an individual under democratic rule. These aims were later to include promoting vocational training, spending spare time productively, and promoting better living conditions of the Thai people. The educational programmes, previously limited to learners over the age of 15, were modified. The scope of Adult/Non-Formal Education has been extended to the out-of-scool population of all ages.

4 Organisations Running Adult / Formal Education Activities in Thailand

There are two kinds of organisations that run Adult/Non-Formal Education Programmes. They are:

4.1 Government Organisations

There are fourteen Ministries in Thailand. Almost every ministry has run Adult/Non-Formal Education programmes. For the government's section, the Department of Non-Formal Education within the Ministry of Education takes major roles in developing adult/non-formal education programmes.

4.2 Non-Government Organisations

There are two major kinds of Non-Government Organisations that run non-formal education programmes. They are:

4.2.1 Associations and Foundations

There are over a thousand associations and foundations that run Adult/Non-Formal Education programmes. Some examples include:

National Women's Council, Thai University Women's Association, YMCA and YWCA.

4.2.2 Private Schools and Evening Public Schools

There are more than a hundred schools that run Adult/Non-Formal Education programmes. Some examples in this category are Potong Wittaya School and Watchanasongkram School.

5 Programme of Adult/non-formal Education in Thailand

As mentioned, there are fourteen ministres and many private organisations that have been developing Adult/Non-Formal Education programmes. Therefore, there are all kinds of Adult/Non-Formal Education programmes in Thailand. However, Adult/Non-Formal Education programmes in Thailand can be classified into eight categories according to subject matter:

5.1 General or Basic Education

This type of programme is provided to people who had no chance of studying in a formal school system. It thereby gives them the opportunity to increase their knowledge according to their interests. This type of education is normally provided in official premises such as public schools, associations and factories, thereby enabling teaching materials and personnel to be utilised. The Non-Formal Education Department assists them with teaching remuneration and teaching/learning supervision.

The learners who are awarded certificates in this type of programme have the same rights and qualifications as those who obtain certificates in the formal education system. This kind of Non-Formal Education Programmes have curricula equivalent to those of the formal elementary and secondary schools.

In 1937, the illiteracy rate was 68.8 % which was an obstacle to Thailand's development. As the chart overleaf shows, this type of programme helped decrease the illiteracy rate.

5.2 Vocational Adult Education Programmes are organised to help people improve their occupational skills by providing short-term training according to the needs of the clienteles. Examples of this type programme are Radio Repairing, Dress-making, Hair-dressing, etc.

5.3 The Community Improvement Education programme is aimed at educating all people of all ages and education levels to improve the community and its environment.

5.4 The Family Improvement Education programme provides knowledge and skills to families to enlighten them on personal health, nutrition and family planning.

5.5 The Education for Better Quality of Life programme imparts knowledge related to living conditions, in particular, the profitable use of leisure time, emphasising music, arts, recreation programmes, etc.

5.6 Education for Managing and Increasing Production emphasises on various projects which are of direct benefit to those working in the family industry.

6 Clienteles of Adult/non-formal Education in Thailand

Rapid social changes and the need to upgrade the standard of living has convinced the Government of the significance of providing Education to the out-of-school population. These programmes are no longer limited to adults in Bangkok and its vicinity, but are widespread among people of all ages.

Even so, it seems as if adults are more accepting of Adult/Non-Formal Education programmes than the other age group. The population density in Bangkok and the central part of Thailand is higher than in the other parts of the country and can be shown as follows:

Results of research studies in 1981 indicate that there are 319 adult programmes run by Government organisations and enterprises in Thailand, 43 programmes for farmers, 13 programmes for hil tribes, 17 programmes for housewives, 31 programmes for officials and 215 programmes for the public at large.

Besides 319 adult programmes, Government organisations and enterprises also run 85 programmes for youth. Results of research studies from 1981 relating to participants in Adult/Non-Formal education showed that Non-Government organisations arrange programmes mainly for adults and some for youth. Private organisations now seem to pay more attention to pre-school children than they used to.

There are 396 programmes run by Non-Government organisations, 21 programmes in the North, 16 programmes in the Northeast, 13 programmes in the South and 346 programmes in the Central parts of Thailand.

7 Budget for Adult / Non-formal Education in Thailand

The government provides approximately 1.5 percent of the national education budget. Many programmes conducted, therefore, are supported by international organisations, namely UNESCO, CIDA, or by loan.

Illiterate Population in Thailand (In thousands)

year of	Population from 10 years up			Illiterates		
Census	Male	Female	Total	Male	Female	Total
1981	17,507	17,616	35,123	1,137.6	2,343.1	3,480.7
1982	17,998	18,096	36,094	1,027.1	2,256.0	3,283.1
1983	18,486	18,079	36,565	1,052.4	2,247.2	3,299.6
1984	18,972	19,063	38,035	986.2	2,221.1	3,207.3
1985	19,455	19,544	38,999	958.7	2,290.4	3,249.1
1986	19.929	20,019	39,948	1,059.3	2,313.2	3,371.5
1987	20,417	20,495	40,912	947.8	2,110.4	3,058.2
1988	20.875	20,971	41,846	1,009.0	2,196.9	3,205.9
1989	21,347	21,449	42,796	-	-	3,177.6

Population 11 years and over by sex LEVEL of Education and Activities

Population Projections for Thailand 1980-1989

Adult Education Budget Compared With National Budget, Education Budget And Moe Budget (1977-1989)

Fiscal year	National Budget	Education Budget	MOE Budget	Adult Ed. Budget	Per.Milion baht
1977	68,790.0	14,841.2	5,022.2		
1978	81,000.0	16,358.4	5,833.9	234.7	1.5 %
1979	92,000.0	17,786.5	6,233.9		
1980	109,000.0	22,558.1	7,863.2	452.9	2.0 %
1981	140,000.0	27,932.5	23,259.4	507.1	1.8 %
1982	161,000.0	32,364.6	27,042.5	629.2	1.9 %
1983	177,000.0	37,142.9	31,156.4	633.0	1.7 %
1984	192.000.0	38,670.6	32,783.8	678.6	1.7 %
1985	213,000.0	39,593.4	34,384,4	740.1	1.8 %
1986	218.000.0	39,978.4	34,423.3	746.0	1.9 %
1987	227,500.0	41,111.0	35,734.5	746.3	
1988	243,500.0	43,860.7	37,637.3	775.7	
1989	285,500.0	47,550.7	40,379,9	920.7	1.9 %

The Bureau of the Budget

Ministry of Education (Exclude the Office of Primary Education Commission and Department of Teacher Education)

8 Conclusion

Adult/Non-Formal Education in Thailand is education provided for the out-of-school population of all ages. However, disadvantaged adult groups in the central part of Thailand benefit from Adult/Non-Formal Educational activities more than the others. Social-development emphasis on economic and literacy policies are the purposes of Adult/Non-Formal Education. Although most government organisations provide Adult/Non-Formal Education programmes for their people, the department of Non-Formal Education within the Ministry of Education plays a major role in Adult/Non-Formal Education. The government provides approximately 1.5 percent of the national education budget through the Department of Non-Formal Education.

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Women and Adult Education: Rethinking Androcentric Research

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This paper is the result of personal frustrations which have arisen while reading article after article, book after book within the field of adult education. For the most part, these academic publications, both classic and contemporary, are incongruent with my research. I am perplexed by this unchanging situation. After all, both within the wider research community for decades, and within our own research community more recently, there have been attempts to highlight the need for feminist perspectives in research. Nonetheless, there appears to be an irreconcilable distance between the calls for a sensitivity to feminist issues and the responses to that call.

This has made little sense to me. Many of the adult education researchers I know appear to be gentle and caring people, concerned, at some level, with issues of social justice. Many of them even purport to be sympathetic to and supportive of the particular causes of feminism. They would support the centrality of women's issues to the field, accept the challenge to examine feminists' points of view, and agree that sexism is an act of violence. It does not follow logically that they would deliberately choose to promote research with a male bias, research which is at its heart sexist and oppressive of women. There are, of course, the theoretical discourses surrounding hegemony and cultural and social reproduction which explain this phenomenon. These theories, however, offer little satisfaction for me. I view them as too static, focusing more on explanation than on resolution of the dilemma.

Thus, I would like to offer an alternate, generous reading of my academic colleagues' behavior, for it has occurred to me that for many, the discourse around feminism may have begun in mid-flight, that they lack a clear understanding about the elements which foster male-biased research, and conversely which could inhibit them.

Given the above, it is the intention of this paper to provide a framework which could be used to analyze adult education research in terms of its male bias. In order to create that framework, this paper first clarifies the notion of androcentricity and the feminist agendas. It then identifies the major sites within the research process through which androcentricity is expressed. It categorizes those sites as discourse and power relations. Within each category, the specific mechanisms of oppression are examined through the lens of feminist literature. Parallel literature from the field of adult education is placed within each category and alternative strategies for the field suggested. It should be noted here that it is not the purpose of this paper to provide a comprehensive literature review of either feminist or parallel adult education literature. Rather this paper uses feminist literature to create categorizations and then illustrates the framework's heuristic nature with selected adult education references. The paper concludes by exploring the nature and possible uses of the framework.

1 Androcentricity and Feminist Agendas

Very basically, androcentricity is a way of seeing the world which prioritizes the male agenda. Men's activities, attributes and viewpoints are promulgated over those of women and topics of concern and importance to women are deemed to be of secondary interest. This androcentric orientation dominates traditional research (Eichler, 1991; Falco, 1987; Harding, 1986). Each research project - its purposes, the relationship between the researcher and researched, the process of data handling, the generation of theory and the presentation of research results can, and usually does, display a male bias. Thus, research which purports to be gender-blind is inevitably androcentric.

It is important to note two characteristics of androcentricity. First, it is a dynamic phenomenon which encompasses a range of intensity and hostility towards feminist agendas. It can be placed on a continuum which extends from pro-feminism to misogyny. Second, andocentricity is not about a male bias practiced by men against women. It is about views of gender and the actions, understandings, relationships and attitudes they foster. Those views may be held by both men and women.

The feminist agenda has a different focus to the androcentric one. However, to select one agenda which is identifiably feminist is difficult. Women of class, color ethnicity and sexual orientation are reshaping and challenging traditional feminist discourses about research. Nonetheless, feminists share a common concern for the "overlapping and multiple forms of /women's/ oppression" (Weiler, 1991, p. 469). Our research is grounded in views which focus on the social construction of women and our "experience of and acting against perceived oppression" (Stanley, 1990, p. 14).

To support feminist agendas, it is not necessary that researchers adopt a "gynocentric" approach (Eichler, 1991, p. 5) and view the world solely from a female perspective. Neither is it necessary that we adopt a separatist feminist methodology. Rather, we must construct and evaluate our research in terms of the themes basic to feminists, that is, the social construction of women and related issues of oppression. As we will see in the discussion which follows, this remediation of a male bias can begin by understanding how the discourse of research is conducted and how power relations are expressed. This re-orientation offers support to feminist agendas.

2 Discourse

The discourse which surrounds research is one site through which androcentricity is expressed. The outcome of this contested "narration of events" (Denzin, 1989, p. 185) ensures that the male agenda dominates in traditional analyses (Harding, 1987). That discourse in turn creates a knowledge base which distorts women's experiences and activities. By creating dualities and by deleting women from the discourse, the literature misrepresents the experiences, activities and potentials of women.

Duality

Duality is not, of and in itself, a negative characteristic of discourse. The problem arises, however, when duality results in a 'hard' juxtapositioning of concepts. When this occurs, characteristics are reified as static rather than dynamic, and as 'pure' and independent rather than overlapping and interdependent. Inevitably such reification leads to evaluation and eventually the valuing of one concept above the other. Feminists are concerned primarily with the juxtapositioning of male with female, public with private and subject with object.

In the first instance, researchers place females in opposition to men. They treat them as two distinct biological groupings rather than as two groups with overlapping social characteristics (Eichler, 1991). This ensures that differences between the sexes rather than differences within the sexes dominate the discourse. This duality tends to eliminate the complexities of ethnicity, race, sexual orientation. Further, it avoids an analysis of power relationships within and between the sexes (Pugh, 1990). It is, in short, an overly-simplistic, overly-reductionistic representation of reality.

However, having created a dichotomous positioning, researchers then tend to cast in stone the differences which emerge and to name the white heterosexual male as norm and the female as deviant or deficient in relationship to that norm. Females are thus represented as the negative image of males, as partial men. Over time, this difference tends to become reified and viewed as the 'natural' inferiority of women.

In the second instance, researchers juxtapose the public sphere against the private sphere. The public sphere is defined as the domain of the political, the intellectual and full-time paid employment, while the private sphere is associated with the familial, the domestic, the sensuous and unpaid employment. Men are allocated to the public sphere and women to the private sphere.

When these categories are embedded within the research project as unexamined, underlying assumptions, there are two consequences. First, they ensure that women's activities and concerns are treated as mutually exclusive to men's activities and concerns. Second, they identify particular roles and characteristics such as submission, nurturing and caring, as distinctively the role of women and other roles, such as domination, leadership and decision-making as the role of men. As one might predict, men's activities and the public sphere have come to be valued above women's activities and the private sphere.

In the third and final instance of the discourse of duality, objectivity is cast against subjectivity. In the former case, the researchers' interpretations are viewed as remote from a standardized research process. In the latter case, researchers are seen to be engaged in a process which is an expression of their dislikes, desires, aversions and private experiences (Harding, 1986).

Objectivity, associated with the dominant research paradigm, negates feminist agendas (Harding, 1986, 1987; Keller, 1992; Smith, 1987a, 1987b; Weiler, 1991). First, the experiences and activities of women are taken from the women and translated into impersonal data by the researcher. Second, given the inherently male bias of traditional research, the interpretation of the research data is made from a male standpoint. Finally, the notion of objectivity fosters a conceptualization of women as the subject, that is, fixed passively in a static social structure. This is the antithesis of the feminist view of women as constantly socially constructed, reconstructed and reconstructing within historically determined structures.

Related adult education literature

Within adult education literature, some authors have dealt with the duality of discourse in relation to feminist agendas. Some have criticized the juxtapositioning of women to men and emphasized the multiple realities of those categorized as 'woman' (Ball, 1992; Boshier, 1991; Collard and Stalker, 1991; Faith, 1988; Luttrell, 1988; Stalker, in press a; Thompson, 1983). Some authors specify the need to explore gender difference in different cultures as well as within our own cultures (Ceshler and Hagen, 1989; Hart, 1992) or to create long-term goals to integrate male/female perspectives in our research (Faith, 1988; Ohligher, 1989).

Hayes' work (1992) confirms the existence in our literature of a reductionistic view of women. She found that research publications often identified gender as a variable yet seldom moved beyond stereotypical, dichotomous characterizations of women and men. She argued that noting the existence of women without giving attention to gender is a tokenistic gesture. Some researchers indicated that this kind of focus on women as 'separate' could result in the allocation of women's issues to women and lead to ignoring women as a mainstream item which concerns us all (Deshler, 1989; Oglesby, Krajnc and Mbilinyi, 1989).

Other authors in the field have noted the juxtapositioning of public to private spheres. Some (Bernard and Gayfer, 1983; Hart, 1992; Jarvis, 1985; Luttrell, 1988; Thompson, 1983) place their analyses of this duality in terms of the sexual division of labor. They focus on the separation of paid work from unpaid work, and of emotional labor from objective labor. These divisions are then likened to the polarization of women from men and the reification of the 'feminine' and the 'masculine'. Thompson (1983) makes an extensive explication of this phenomenon and identifies domestically useful knowledge which is associated with the private sphere yet serves the interests of the public sphere.

Finally, some adult education researchers have critiqued the dichotomous representation of objectivity and subjectivity in relation to feminist agendas. Thompson (1983) argues tersely that objectivity is no more than institutionalized male subjectivity. Others note the false dichotomy between feeling and thought and discuss the advantages of a more holistic, pluralistic, integrated approach to the concepts (Luttrell, 1988; Warren, 1987). Still others discuss the dialectic consciousness in which one holds a dual perspective of herself as both marginal and central; outside and able to see the differences between herself and others yet within and able to see the similarities (Hart, 1992; Stalker, in press a).

New directions

The above is a gloomy overview of the potential for, and existence of, an androcentric discourse in our field. However, the discourse *can* be reshaped. We can structure our research so that it challenges the assumptions of a universal woman and a universal man. We can seek relation rather than dichotomous connections between and within the genders. We can expand our definitions of adult education so that private sphere activities and the characteristics of those who inhabit it are included and valued in the same way as those of the public sphere. We can formulate our research to acknowledge the subjective realities of both women and men.

Deletion

Androcentricity is also supported by the deletion of women from the discourse of the field. The resultant "gynopia" or female invisibility (Eicher, 1991, p. 27) is problematic, for, if women's issues and concerns become invisible, then that base of knowledge, moral sanction and action is erased from the literature. Further, in that deletion, women of differing class, color, ethnicity and sexual orientation become a "double minority" (McKay, 1983, p. 144), invisible because of both gender and 'difference'.

The deletion of women happens in two basic ways. First, at the most fundamental level, it happens through language (Spender, 1980). This deletion of women from the language is not a trivial omission to be taken lightly. Language is, after all, more than the linguistic expression of ideas. It is a cultural product that expresses and reinforces society's understanding of gender (Jones and Jonasdottir, 1988).

Women can be deleted from the language in several ways. It occurs, for example, when male-specific terms are used for generic purposes. Thus researchers insensitive to feminist agendas use terms like 'chairman' and 'fireman' rather than terms like 'chairperson' and 'firefighter'.

The language used in formal research activities also may exclude women. The research discussion may suggest generalizability, for example, although the instruments were developed, tested and interpreted for men only. Similarly, overgeneral titles may hide the exclusively male or female nature of the sample (Eichler, 1991).

Second, women are excluded from the discourse through deletion from the history of the discourse. Consequently, men are written into history as actors and agents of change while women remain nameless, passive bystanders (Rowbotham, 1973). At the same time, the unnatural nature of patriarchy and the challenges against it are lost (Allen, 1986). As well, the topics of a woman-centered history are lost. Issues such as marriage, divorce and domestic politics, obstetrics, gynaecology, birth control and sexuality disappear or are marginalized.

Related adult education literature

Within adult education literature, the phenomenon of deletion has been dealt with by several authors. A few have dealt specifically with the deletion of women from the language and noted that such procedures effectively remove women from the discourse (Parsons, 12990; Thompson, 1983; Walker, 1986).

Recently researchers have begun to identify the organizations and issues which have been lost from our history. Hugo (1990) states that our research literature has focused primarily on public sphere organizations such as governments, universities and professional associations to the detriment of research into the private spheres of church, hospitals, family and community centers. Similarly, Hayes (1992) found researchers gave low priority to private sphere issues concerning women, gender and women's educational programs.

New directions

Clearly research which deletes women from the discourse creates a distorted image of reality. This is not necessary. At a very minimum, adult educators can make women visible in their use of language in everyday and research situations. This is a technical, mechanistic first step which is essential to the integrity of our research.

Second, although women's stories have been driven almost into extinction, adult education researchers can recover them (Faith, 1988; Hugo, 1990). We can begin, as a short-term goal, by re-appreciating the experiences and concerns of women as well as the work of women researchers and theorists. We can seek out the 'other' stories and those stories which have been "written with invisible ink" (Walker, 1986, p. 1). Indeed, work has begun to rectify this imbalance in our history (Hugo, 1990; Ross-Gordon and La Verne, 1993; Stein, 1991; Walker, 1992).

3 Power Relations

As we have seen above, the discourse of adult education researchers can locate women's concerns and activities as marginal to those of men. Such a position, outside the mainstream, ensures women have less power to accumulate or allocate resources. The ideological and institutional structures which sustain research support this position.

Ideological structures

Powerful ideological structures are congruent with, and indeed, underlie and inform androcentric research. They define what is 'genuine' knowledge, its legitimate sources and its limits in support of the male agenda. Since ideological structures legitimate some ways of being and knowing while devaluing others, those who initiate, create and maintain them have power over the social discourse. Images, vocabularies, concepts, knowledge of and methods of knowing are parts of a social discourse.

A fundamental way in which power is established and maintained is related to the dichotomous discourse which surrounds the notion of subjectivity and objectivity. Although these notions were discussed earlier under duality, the emphasis here will be on the implications for power.

Traditionally in research, objectivity is valued as a method of knowing over subjectivity. In this kind of research the use, analysis, understanding and interpretation of ways of being and knowing are removed from the knower. For women, this means that their experiences and actions are viewed as 'object' and their constitution of their own subjective selves is negated. This alienates women from their experiences and dismisses or diminishes their agency. It removes their role as actors who create, negotiate, and re-create their lives. It negates women's real experiences of power, resistance and contestation. It substitutes for that dynamic vision a portrait of women located in a non-negotiable, fixed position (Griffith and Smith, 1987; Smith, 1987a; Weiler, 1991). Further, by creating a universalized position for women, it ignores the complexity of the socially constructed notion of 'women' and the challenges made to that category by social relations between men and women and by women of differing class, color, ethnicity or sexual orientation.

Interwoven with objectivity and equally powerful in disempowering women is the notion that research is neutral. It is, of course, a well-debated aspect of the research enterprise whether research is, or indeed should be, neutral. Some researchers view their theorizing and practice as independent of the contexts within which they develop. They suggest that 'good' research is a value-free, impartial science.

For other researchers this stance is problematic. We emphasize that knowledge production is derived from the world-views, assumptions and frameworks of the producers (Fraser, 1989; Keller, 1992; Stanley and Wise, 1990). At a minimum, we suggest that neutrality is a theoretical ideal rather than a realizable objective. Wise (1990) is not so oblique in her comments. She says that those involved in research find exactly what they set out to find, by looking in selected places, by asking selected questions and by ignoring or failing to see information that is uncomfortable or does not fit the male agenda.

Feminist researchers reject, to varying degrees, the notion of research as neutral. They do this against a backdrop of shared concerns for the social construction of women and related issues of oppression. In that context, research is viewed as political, that is, as advantaging one group over another and distributing power, control and authority in disproportionate ways to groups and individuals. Indeed, some researchers suggest it is necessary to "bring together scholarship and advocacy in order to generate new ways of knowing that interrupt power imbalances" (Lather, 1991, p. 12).

Related adult education literature

Within adult education literature, some authors have noted the subjectivity/objectivity dilemma in relation to power and feminist agendas. Some emphasize the ways in which women understand and construct their subjective selves (Ball, 1992; Luttrell, 1988). Others highlight the dynamic agency and resistance of women in this process (McLaren, 1987) and argue for women's active involvement in, and ownership of, the research process (Bernard and Gayfer, 1983).

In the second instance, several authors have noted explicitly the non-neutral nature of research in relation to feminist agendas (Walker, 1986; Warren, 1987). Ball (1992) asks us to acknowledge and examine the androcentric and racist ideological and political values which underlie our research and to treat research as praxis. Similarly, Warren warns us to notice the "cultural fingerprints" which are the main determinants of "what should be studied, what requires explanation, and what is of interest" (Warren, 1987, p. 14).

Some authors extend the argument and suggest that feminist agendas, theorizing, political commitment and active participation in social change are inextricably linked to the research process (Ball, 1992; Cervero, 1991).

New directions

How then can adult educators respond to these dilemmas of ideological power relations? With regard to subjectivity, we can acknowledge and value that phenomenon in the research process. We can extend the notion to focus on the resistance, agency and contestation which women practice rather than assume their passivity and acceptance. As well, we can actively involve women in the research project. These dynamic positionings of women more accurately represent women's experiences and begin to relocate the power with them.

With regard to neutrality we must problematize our work to uncover its male bias. We must acknowledge the ways in which our research has the potential to inherently and implicitly negate particular, private or group interests which affect the feminist agendas. We must recognize that as we develop the research project – its purposes, the relationship between the researcher and researched, the process of data handling, the generation of theory and the presentation of research results – we are, to varying extents, decision-makers. To profess neutrality in the face of this is a "self-deception" (Prugan and Thyssen, 1989, p. 581), a "smokescreen" (Hallen, 1989, p. 3) which relieves us of our ethical responsibilities.

Institutional structures

The production of androcentric knowledge is strengthened within ideological structures by institutional structures. Within organizations, it is evident that men dominate its ownership and control, its positions of status and authority and its cultural values (Burrell and Hearn, 1989; Smith, 1987a, 1987b). They control the structural mechanisms, that is, the rulings, the management and the administration of the organizations. These institutional structures defend male privilege and exclude women (Reardon, 1985). They foster "institutionalized forms of violence" (Ramazonoglu, p. 61, 1987) which exclude women from doing "serious science" in a more systematic way than "from any other activity except frontline warfare" (Harding, 1986, p. 64).

This violence occurs in both explicit and implicit ways. In the first instance, physical violence is practiced against women in the context of male dominated ruling, management and administration which tolerate that behavior. Volumes of literature exist on this issue. Paludi and Barickman (1991) provide a contemporary bibliography of this work.

In the second instance, violence occurs in more subtle ways. Male-dominated hierarchies control academic inputs and outputs through an "academic mode of production" (Stanley, 1990, p. 3) which determines who will control the product and processes of research.

The academic mode of production is protected primarily by male gatekeepers. These men give priority to the male agenda (Smith, 1987a). They favor men in the recruitment and promotion of staff, allocation of research funds, assessment and publication. In sum, they ensure that the processes and production of knowledge are male-biased (Stanley, 1990). This is so since in the workplace and in knowledge production, men tend to prioritize concerns and activities relevant to themselves and those like themselves (Unger and Crawford, 1992).

Related adult education literature

Within the field of adult education, authors have noted the institutional structures which preserve androcentricity. In the first instance, some have noted the explicit violence against women (Collard and Stalker, 1991; Rockhill, 1987; Stalker, in press b). They explore the ways in which power is acted out though sexuality and violence and the ways in which women resist that oppression.

In the second instance some authors note the structural positioning and gatekeeping power of men (Ball, 1992; Hugo, 1990; Hughes and Kennedy, 1985; Luttrell, 1988; Parsons, 1990; Stalker, in press a, b). They highlight the control that men have over "the currency of thought" (Thompson, 1983, p. 20) and explore the role of patriarchal hierarchies in maintaining the institutional and professional culture which controls the academic mode of production (Ball, 1992; Gaskell and McLaren, 1987). Also noted is women's lack of access to male academics' deliberations and to the mechanisms through which they distribute power and the resultant restrictions on outcomes such as financial sponsorship, professional career development and publications (Cunningham, 1991; Stalker, in press a; Thompson, 1983).

New directions

Adult educators can recreate and maintain institutional structures which are more supportive of feminist agendas. In terms of explicit violence, we first must acknowledge the sexuality of the organizations within which we work (Burrell and Hearn, 1989). Then we must identify the subtle as well as the overt sexual harassment which oppresses women within our organizations and act swiftly to demand its cessation.

Parallel steps must be taken in relation to implicit violence against women. First, it is essential that we recognize the patriarchal, hierarchical institutional relations which oppress women. Then we must ensure that women are present when decisions are made at all levels. Alternatively, we can explore new, less hierarchical ways of structuring our work and workplaces.

These tasks are not only for men. Recalling that androcentricity is not the sole domain of men, it is clear that women in positions of power also have a responsibility to other women, particularly those of differing class, color, ethnicity and sexual orientation.

4 The Framework

This paper has created a framework to analyze adult education research in terms of its androcentricity. On its vertical axis, the framework identifies two major sites within the research process through which androcentricity is expressed. The first site, discourse, is subdivided into deletion and duality. The second site, power, is subdivided into ideological and institutional structures. The framework is more than a uni-dimensional template for situating literature in our field, however.

Along the horizontal axis, this framework measures the androcentric nature of the research. It provides a continuum which stretches from misogynistic to feminist. Given the argument that neutral research is inherently androcentric, the mid-point on the scale is thus labeled male biased.

In the third dimension, the framework measures the theoretical depth of the research. At its most easily accessible and shallow end, is located research which makes tokenistic and ritualistic acknowledgment of feminist agendas. At its less accessible and theoretically deep end, is research which acknowledges the dynamic, relation and social constructed nature of women's realities and oppression.

This framework offers a systematic way to evaluate research in terms of feminist agendas. Used as a guide to future empirical research, it can identify the strengths and weaknesses of current research literature and direct us to areas which need further examination and theorizing.

5 Conclusion

I began this paper by committing myself to a generous reading of my academic colleagues' androcentric behavior. I suggested that their behavior results from a lack of a clear understanding of the elements which foster male-biased research. However, it should be clear that in 1993 apologetic confusion over feminist agendas no longer suffices. Research in the field can only be creditable if it moves from an androcentric base towards a feminist one and from shallow tokenistic acknowledgment of feminist agendas towards in-depth theoretical analyses which acknowledge the social construction of women's realities and oppression. This framework could provide an initial step towards achieving those aims.

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Closing Speeches

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Jack **MEZIROW** (USA):

> *Education is a human right. Responsibility should be with international bodies like the United Nations. All education should be free to anyone in every country.*

Zoran Jelenc

Chairman of the Organizing Committee

Ladies and gentlemen, dear colleagues,

for these few days, Ljubljana has become a world centre of adult education, if I can so describe our international meeting on Rethinking Adult Education for Development. My reason for making such a statement lies in what you have said, and not in my desire to overestimate the meaning of the event, of which we have all been active creators and witnesses. Quite simply, many people who represent the peak of our profession are gathered here.

In my own name and in the name of the organizers the Slovene Adult Education Centre, and also in the name of Slovene andragogues, I can say that we are very glad that this has taken place. This means a lot to us, us who are just breaking through in this professional field as a new and young state, not yet known in the world, thus also making our way in the world. We are delighted that the basis for this conference has come from us, from the results of our research project Outstanding Experts on Adult Education. The theme dealt with at this conference is one that will be returned to many, many times. We have stressed the fact that this is all about a matter of rethinking, of constructive thinking over, and not a matter for definitive decisions about certain questions which have been raised at the conference. And if the task was defined as such, it can be added immediately that this is a continuing task which can bind us as long as there is anything to consider or to discuss.

Could you please take today's parting only as a temporary break of our relations, a break which will last till we meet again. We hope that we will meet again, if not everyone and not in the way we were accustomed to meeting here in these days, then in some other way, by retaining our established communication. Therefore I shall not talk too much at our parting. But I shall repeat our need to keep in touch, and to look for the possibilities for further discussion.

It remains for me, to thank you for the work done. First of all, to everbody participating in our research, and also to all those who have kindly answered our invitation to come to Ljubljana. We have all done extensive work, even if it is not yet seen in the immediate and positive resolutions. We have worked together, and in so doing, we have implanted in our consciousness and knowledge new contents and new plans.

Thank you very much for this. I shall not name any names among the participants this time. We have all been working actively, contributing our share to what has been done.

I have to thank once again all those who have made this conference possible with their financial help. These are: the government of Slovenia and its Ministries for Education and Sport, Science and Technology, Labour, Family and Social Affairs and UNESCO, which helped the Conference by subsidizing it under the Programme of Participation. I should mention the very important role of the Slovene National UNESCO Committee, and then a number of our Slovene enterprises and the Open Society Fund of Slovenia.

Lastly, allow me to apologise for any clumsiness and mistakes arising in our work. He who works also makes mistakes: this is one of our sayings. And we have been working. You might also remember that we are a new Institute, practically a newborn baby in our professional world, and that this is our first big International Conference.

Lastly, when I greet you again, I would like to stress again that we are different, and that this is our wealth, and that we are wealthy because we understand each other and because we can communicate.

The organizers wish to assure you that you are always welcome, that we shall be delighted to see you again, and so we wish you in advance: welcome again to Slovenia!

Jožica Puhar

Minister of Labour, Family and Social Affairs

Dear guests, experts, conference participants, and of course, dear friends!

Even though I attended the opening of the conference, I felt no urge or need to speak. This was not because I didn't want to greet you, but simply because I never doubted the success of this meeting, given the experience of the participants. The work of the conference, which had a great impact on experts in Slovenia, has shown that I was right in my expectations, and that you have done a great deal of work. By being prepared to carry out professional work while we are re-directing our efforts in economic stabilisation and the new state towards economic growth and development, you have proven very kind and generous.

Adult education is an indispensable element of any development process, particularly in the situation in which Slovenia finds itself: we are gaining new markets and re-establishing former ones. The country is undergoing important economic restructuring, particularly of large systems, creating small and medium-sized companies and, of course, a great deal of independent personal work. The changes brought about by the breakup of former Yugoslavia and by Slovenian independence, and all that came with it - the economic blockade and war - resulted in greater hardship. Each of these processes was accompanied by unemployment: the loss of old jobs and the creation of new ones. This requires new knowledge. These processes will continue, and I firmly believe that the entire generation now in work will have to increase its knowledge and acquire new skills. The ministry where I work participates in such processes as a partner concerned about the success of experts working in the field of adult education. Your work makes an important contribution to the science of adult education, at the same time enriching its practice.

I am very glad that we have founded a national institution for adult education: The Adult Education Centre. I was among those who worked for years towards this goal, and those working in adult education were aware of that. Together we ware able to create what we have today. On behalf of all those who need new knowledge, the economy, which will have fewer problems in restructuring and ensuring market success, and Slovenia's population, which will be able gradually to achieve a higher standard of living, I would like to thank you for your work, your contribution and the kindness you have shown towards Slovenia and its inhabitants by participating in the conference.

I would like to extend an invitation to come and visit us again when the next occasion arises, if not in your professional capacity, then as tourists. Thank you.

Appendix

Richard **HENSTROM** *(USA):*

> *We need to pursue the acceptance of the concept of the right to education by adults and then provide the support systems.*

Professional Review of the Research Compendium for the Conference Rethinking Adult Education for Development

Franc Pediček
Educational Research Institute, University of Ljubljana

Introduction

The Conference Proceedings entitled RETHINKING ADULT EDUCATION FOR DEVELOPMENT is a publication prepared and issued by the Slovene Adult Education Centre in October 1993.

The contents represent one of the texts on adult education most relevant to the profession and its development in the country, and with its aim, nature and function (it may be claimed) also internationally. This is due to the fact that it contains a collection of "rethought notions" on current perceptions of adult education and a set of sub-questions on this central (interview) question produced by the largest number of adult education specialist brought together so far.

The fact that the Conference Proceedings are primarily a research report on a project about the survey logos of today's global andragogy, which was also given the additional role of programme material for an international conference forum of modern adult education experts (which took place from 6th to 9th October 1993 in Ljubljana), doubles its professional importance and value.

Research Topic (Report)

This can be summarised in the following five questions:

- What is adult education (term, areas, system)?
- How are adult education and the education of children and youth correlated?
- Should the existing concept(s) of adult education be rethought and reorganised?
- What status does adult education hold in current society?
- Who manages its development? (page 20)

The network of these five clear and simple questions becomes relevant in content and function, as it is tackled by today's most prominent adult education experts.

Purpose and goal

The purpose and goal was to "establish what distinguished experts in adult education from all over the world think about the professional area they work in either in theory or practice". (page 20)

This theoretical-survey purpose or goal should be supplemented by an organisational pragmatic one: to arrive at "global participation" of modern adult education specialists in an international conference on reconstruction issues of today's "andragogy" (academic branch) and today's "adult education" (practical profession).

Methodology

The designers of the research project (Dr Zoran Jelenc, Dr Ana Krajnc and Prof Metka Svetina) sought a format for it in the work of Dr Vid Pečjak, who had several years before headed a project and issued a publication entitled: DISTINGUISHED PSYCHOLOGISTS ON PSYCHOLOGY.

The method was to address a written questionnaire, made out in a specific pattern according to certain rules, to specialists in adult education at home and abroad.

In processing the answers received, quantity and quality were considered in four stages: review of answers, analysis of answers, synthesis of fundamental standpoints and interpretation of standpoints. (page 22)

A total of 195 experts in adult education were included in the survey. The number of completed questionnaires was 88.

Answers and contents

The good fortune of the authors of the research project in choosing the form of a survey is reflected in the richly diverse contents of answers to the questions. The "quantum" of these answers alone is impressive: 225 pages of text in these Conference Proceedings.

The fact that the respondents were the world's leading specialists in adult education casts an appropriate light on the extent of the theoretical and practical value of this aggregate material, which our researchers acquired and gathered with the aid of this simple, not in the least scholarly or sophisticated, project. We cannot but thank them.

Because of this, the RETHINKING ADULT EDUCATION FOR DEVELOPMENT conference proceedings may be considered an international compendium of all the most relevant issues of theory and practice in modern andragogy or adult education.

Results

The heads of the research project summarised these in a synthesis of standpoints derived from answers to the questionnaire. They are diverse, of course, but professionally relevant and responsible in each case.

Possibly the most interesting and important "indicator" in the rethinking and development of modern andragogy is that regarding the fundamental idea or goal of adult education today:

- to improve and change society,

- to enable individual development,
- to promote permanent education and learning,
- to create a "learning society",
- to provide education for all,
- to explore and develop adult education,
- to develop international dimensions in adult education,
- to adequately train personnel for adult education. (pages 326-7)

Publising "aparatus"

Since the RETHINKING ADULT EDUCATION FOR DEVELOPMENT Conference Proceedings had two roles, that of a report on the eponymous project carried out as part of the CONCEPTION OF ADULT EDUCATION IN SLOVENIA research programme of the Department of Education at Ljubljana University, and that of material for the International Conference on Rethinking Adult Education and Development, it additionally contains print-outs of three plenary papers presented at the International Conference, as well as a List of Participants.

Using this publishing "apparatus", the Conference Proceedings are a concise professional and topical synthesis, for which its authors deserve full credit and praise; especially the editor, Prof Metka Svetina, for a bilingual edition (Slovene and English).

Reference instead of conclusion

The basic relevance of the RETHINKING ADULT EDUCATION FOR DEVELOPMENT Conference Proceedings' text is four-fold:

1. It provoked and enabled an international or global professional discussion on fundamental issues affecting today's andragogy and basic topical problems in modern adult education.

2. It was successful in its role as the source for an international or global recognition of the research project on Slovene conception of adult education.

3. It presented favourably the Slovene andragogical research in an international or global forum of experts in adult education.

4. It presented the young country of Slovenia within the family of the world's adult education professionals.

Ljubljana, 29th October 1993

Jost Reischmann
University of Tübingen

I have known the research project "Outstanding Experts on Adult Education - An International View" since the invitation of the international experts to contribute. I will briefly evaluate the idea, the concept and methodology, the material and results, and the expected value of the project and the materials to be published.

The idea is simply convincing, clearly meeting the needs of an international overview of the world-wide challenging formation of adult education as a practical field and academic theory.

The concept and methodology -using the expertise of "outstanding experts" in a qualitative inquiry - is adequate to the question under observation. The demanding task of analysing qualitative verbal data in such a complex and voluminous body of data was fulfilled with an admirable methodological tenacity. Because of the complexity of material and analysis, the decision of the Slovene Adult Education Centre was highly adequate; to (re-) publish the material in several stages of dataprocessing, in spite of the extra efforts and cost. Using the chance to have the material discussed in the forthcoming conference offers a valuable opportunity, similar to the "Delphi research method", to review and focus the material so far processed a second time on the basis of the experts' evaluation, thus making the research results more objective, reliable, and valid.

The material, representing 88 experts from 32 different countries, is surprisingly comprehensive. I know only one comparable research project in adult education that includes this number of countries. I think the sympathy for a small and new country in a difficult political situation motivated this high number of international experts to contribute. The results that can be seen today on the three levels: "author's answers", "synopsis", and "analysis", open a new world-wide view on adult education.

This work marks a new level of international comparative research in adult education. The value of the material and the publication will be high for researchers in this field - will be a "must" within the international discussion of the coming years. The publication will not only contribute valuable new contents, methods and insights into the international professional discussion of andragogy. This research work also has a political dimension: the work already done has brought Slovenia and the academic work on adult education into the perception of the international experts. Even more, the publication of it will mean an entrance door for Slovenia into the countries that offer a internationally respected access into the research and development of adult education.

Report to the International Society for Comparative Adult Education (ISCAE) on an International Conference Rethinking Adult Education for Development

Margaret A. Charters and Alexander N. Charters
Syracuse University

The purpose of the conference called in Ljubljana, Slovenia, in October 1993 was to disseminate the research results of a study by Professor Zoran Jelenc and to further its discussion of "some of the basic questions of the perception, conceptualization, determination, definition and meaning of adult education today, and its development prospects"[6]. The research project "Outstanding Experts on Adult Education (Andragogy)" was carried out between 1989 and 1992 by the Institute of Education, University of Ljubljana. The conference "Rethinking Adult Education for Development" was sponsored by the Slovene Adult Education Center, the Slovenian Government, UNESCO, and corporations in the newly developing private sector in Slovenia it also had the cooperation of the International Society of Continuing Adult Education (ISCAE).

The aim of the research was to "find out how renowned experts on adult education from throughout the world view the profession in which they are engaged, either theoretically or practically"[7]. The experts were asked five professional questions:

- Haw do you understand adult education today?
- What are your views on the relationship between adult education ("Andragogics") and the education of children/youth (Pedagogics")?
- Have the philosophy and practice of contemporary adult education changed so significantly that its basic concepts need redefining?
- What place does adult education currently have or should have in the society?
- To what extent is adult education a matter of an individual's personal interest? To what extent is it a responsibility of enterprieses and organizations, communities or the state?

---

[6] Svetina, Metka and Zoran Jelenc (Eds), (1993) Rethinking Adult Education for Development: Compendium, Slovene Adult Education Center p. 1

[7] Ibid p. 2

Responses were received from 88 "experts" from 32 countries on six continents. A compilation of their responsis, together with a synthesis written by Zoran Jelenc, Ana Krajnc and Metka Svetina, was distributed in book form to conference participants at registration. An introductory deliberation by Allen Tough, "Potential Future: Implications for Adult Educators" was also included.

This synthesis first focused around the questions of whether adult education is an integrated system and whether or not it is necessary that the concept(s) of adult education followed to date need to be reconceived. Highly diverse answers were given to the first question, although the "prevailing opinion was that adult education as a uniform integrated system does not exist" [8].

In response to the second question, participants generally felt "adult education is a field of activity which is constantly changing. Its change is so continuous that it can be taken as part of the concept of adult education[9]. The "experts' " opinions were divided on the relative pace of change in theory and in practice and whether or not any reconceptualizing of basic concepts in either area was necessary. The broad range of responses to the third question as to whether andragogy and pedagogy significantly differ from one another also produced a broad range of answers.

They fell into two categories: those who believe that adult education is a separate field with its own philosophy, theory and practice; and those who feel there are no significant differences between the two. In regard to the role that adult education does and should play in society and the world, the opinion dominated that it does not yet have the significance that it merits to maximize its development. However, opinions as to what the role was or should be were greatly varied. The resposis to the question as to who is responsible for adult education may be summarized as follows: "The responsibility for adult education is a common concern. But who is and to what extent he/she is the subject of the responsibility depends in a particular society in specific contexts of the moment"[10].

This summary of respondents' opinions formed the background for much of the discussion during the conference. Invited papers delivered at the plenary sessions of the conference addressed the questions raised in the research project from the viewpont of different geographic and socioeconomic sectors of the globe. Peter Jarvis presented "Reconceptualizing Adult Education for Development: A Western European perspective"; Makoto Yamaguchi presented "Adult Education from the viewpont of Developed Industrial Countries of the Far East; Francisco Vio Grossi presented "Adult Education in latin America" and Jozef Polturzycki submitted a paper on "Rethinking

[8] Ibid p. 288

[9] Ibid p. 300

[10] Ibid p. 114G

adult education in the Former Socialist Countries of Europe". Ettore Gelpi, under the title of "Adult Education for Export", contrasted adult education in the north and the south and spoke about the media as adult education. Additional perspectives on the contribution of more specific topical areas or regionsto the rethinking of adult education for development were presented in concurrent sessions. They are listed alphabetically by author.

Margaret Charters- Consumer Education: Enpowering for Development

James Draper- Historical Development of Adult Education: A Focus on Africa

Carol Kasworm- Reconceptualizing Adult Education: The Perspective of Adult Undergraduate Higher Education

Michael Law- Adult Education and Working People: A Critical Reappraisal

Walter Leirman- Euro-Delphi Study: A Comparative Study on the Future of Adult Education in 14 Countries 1993-1995

Ratana Poompaisal - Adult Education in Thailand

Joyce Stalker- Women and Adult Education: Rethinking Androcentric Research

Paul Wangoola- Adult Education, the African Crisis and the Role of AALAE

Much of the work of the conference was carried out in working groups which met daily. The themes of the groups were:

1) The system of education and learning of adults: definition, concept, fields, terminology, led by Stuart Marriott;

2) the relation between education of children and youth and the education of adults, led by Jost Reischmann;

3) the status of adult education in different national policies and in broader development in the world, led by W.M.K. Wijetunga; and

4) the basic organizations and institutions influencing the need and progress of adult education, their role and their possibilities, led by Ana Krajnc.

Reports from the working groups were presented at the plenary sessions, and there was further discussion and added input from conference participants for plenary conclusions of the conference.

This conference was seen as but the first step in continuing research and dialogue using the Delphi method to rethink adult education. The Slovene Adult Education Center and its staff are to be congratulated on undertaking this ambitious project, and remain ready to serve as convener or catalyst in the establishment of a research network at appropriate international organizations such as the ISCAE to further the goal of better understanding and communication among experts in adult education worldwide.

It was the consensus of the conference that the research needed to be expanded beyond the initial group of experts. The conference attracted senior scholars. At follow-up meetings, further consideration should be given to more emerging scholars in the field. It was noted that only one of the plenary presentations was by a woman, and only one woman was on the Programme Committee. It was also observed that this was a truly global conference which presented multiple perspectives with less discussion than usual of the dichotomies of North versus South or East versus West, nor more development versus less developed countries.

Educators of adults should find the proceedings of this successful international conference helpful in rethinking adult education for development in their specific settings/nations. Those interested may inquire about the publication of the Proceedings from Zoran Jelenc at the Slovene Adult Education Center, Ljubljana, Slovenia.

Syracuse,
January 1994.

Bericht über die internationale Tagung: "Reconception of Adult Education for Development" vom 6. bis 9. 10. 1993 in Ljubljana, Slovenia[11]

(Report on the International Meeting Concerning "Comparative Research of Adult Education" held in Ljubljana, Slovenia, from 6th to 10th October 1993)

Joachim H. Knoll
University of Bochum

In the past few years, international and comparative research of adult education has been marked by its scientific context in Germany, the number of such publications has been increasing continually which, using methods of comparative education, approach education research by concentrating on problems which arives. The meeting in Ljubljana arose out of the initiative of the Slovene Adult Education Centre, assisted by the Department of Education at the University of Ljubljana, and by Unesco. The country's ministries involved in education policies also made a considerable contribution to the meeting.

The basis of the conference was empirical world-wide survey involving some 100 adult education comparativists.

This survey provided information on modern organisational structures, scientific institutionalisation and inclusion, all in the context of individual education systems. Questions of modern trends in adult education and andragogy in industrialised and developing countries were also raised. German participants in this preparatory research were M. Friedenthal-Haase (Jena/Halle University), J.H. Knoll (Bochum Ruhr University) and J. Reischmann (Tübingen University). Initially, the speakers presented the results of this research from the viewpoints of Western European countries, East Asian developing and industrialised countries, Latin American countries, and with account to the specific situation of adult education in the reforming countries of the former Eastern Bloc. In this context, adult education in Germany served as an additional practical (DVV) and education-political and academic example (with Bochum Ruhr University for Latvia).

---

[11] The report was published in the Internationales Jahrbuch der Erwachsenenbildung, Band 21, Boehlau Verlag 1993, p.189.

Those researchers in adult education primarily took part in the discussion who had cooperated in the preparatory survey or participated in written correspondence; numerous other experts contributed by explaining the material available so far. Four working groups achieved essential results on the following topics: The system of education and learning of adults; The relation between child and youth education and the education of adults; The status of Adult Education in different national policies and in the world; Basic subjects influencing the need for and the progress of adult education, and their role and possibilities. In addition to the opening statements which raised specific issues, the subject of these working sessions was the documentation of the research survey entitled Rethinking Adult Education for Development (Slovene Adult Education Centre, Šmartinska 134a, Ljubljana). In their appropriate form, the results of the conference will be disseminated through UNESCO and presented at the next global conference. Although a concise summary could not be given, certain aspects should be mentioned which were awarded special attention. They include the problem of integrated systems of adult education, the network in pluralist structures, the terminology, the connection between the education of youth and that of adults, the related attitude of the state administration, parliamentary legislative policies on education, and adult education in practice.

Besides working groups and plenary sessions, a concrete insight into the present political and above all education-political situation of adult education was very illuminating, since Slovenia chose altogether different paths in the process of "Rethinking..." than other countries freed of socialism. I consider of special importance the establishment of national identity in language and culture, while uniqueness and unity also constitute an entirely characteristic structure and context of Slovene adult education. But above all: the hospitality and organisational competence deserve high praise. Zoran Jelenc deserves our grateful respect.

Novo promišljanje obrazovanja odraslih za razvitak Prikaz međunarodne konferencije[12]

(A Report on the International Conference Rethinking Adult Education for Development)

Nikola Pastuović
University of Zagreb

Between 6 and 9 September 1993, an international conference of distinguished experts on adult education was held in Ljubljana. The basis for the discussions was a book with the same title. In this book, the participants of the conference expressed their views on six key questions.

1. How do you understand adult education today?
2. What is the relationship between adult education (andragogy) and the education of children and young people (pedagogy)?
3. Has the philosophy and practice of modern adult education changed so much that its basic concept needs to be changed?
4. What is the position that adult education has or should have in society?
5. To what extent is adult education a matter of individual personal interests? To what degree is it the responsibility of a company or organisation, local community or state?
6. What idea or goal should be considered the most valuable in the development of adult education?

The conference worked in plenary sessions and work groups. At the beginning, the editors of the book and the heads of the project, distinguished names in adult education (Zoran Jelenc, Ana Krajnc, Metka Svetina), synthetically introduced the main results of the analysis of the views of the experts participating in the project.

Afterwards, the following plenary lectures were given: Peter Jarvis on the Reconceptualisation of Adult Education for Development - the West European perspective; Makoto Yamaguchi on Adult Education from the Aspect of Developed Industrial Countries of the Far East; Francisco Vio Grossi on Adult Education in Latin America; Paul Wangoola on the Underdeveloped Countries of the Third World

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[12] The report was published in the Theleme, Zagreb 1993, 39, p. 57-58.

(Africa, Asia); Jozef Polturzycki on Rethinking Adult Education in the former Socialist European Countries.

The work groups studied the following problems:

1) The composition of adult education and learning: definitions, concepts, fields, terminology; 2) the correlation between the education of children and young people and the education of adults; 3) the position of adult education in different national policies; 4) the basic factors affecting the needs and development of adult education, their role and possibilities.

The presentation of the views of the invited experts on the main theoretical and practical problems of adult education today is a panoramic review of old and new issues in this field, as well as of possible solutions. The main questions are: is adult education an integrated (simple) structure, in other words, is it a structure at all or not; what is understood by the term "adult education"; does adult education (andragogy) differ significantly from the education of young people (pedagogy); and is a special theory (discipline) needed at all for adult education. This was followed by terminological questions: what is the position of adult education in today's world; whose responsibility is adult education, etc. These questions were discussed in further detail by the individual work groups.

As we can see, practically all relevant issues of the theory and practice of adult education which have become topical in the light of new theoretical insights and changes in the political and socio-economic contexts of individual countries were raised. It appears that the differences in previously polarised attitudes towards adult education as a special uniform education structure different from the education of young people were narrowed down, and the opposing views of pedagogy and andragogy within the doctrine of continuing education or learning brought closer. This, in our opinion, testifies to the achieved level of maturity of the discipline. The attention of analysts was particularly drawn to issues of adult education in easing the transition of the post-communists countries to developed modern countries.

We should stress that, in terms of the participants, this was the most competent meeting on adult education held so far. The scientific level of the discussions was high, and the empirical work was on an enviably high methodological level, which confirmed that, in the modern world, the theory of adult education is a respectable interdisciplinary subject of significant applicability.

The conference was held in the smart and excellently equipped Cankarjev dom, and was given appropriate attention by the scientific and education authorities of the Republic of Slovenia, which definitely realised that such events accelerate its "entry into Europe".

Letters[13]

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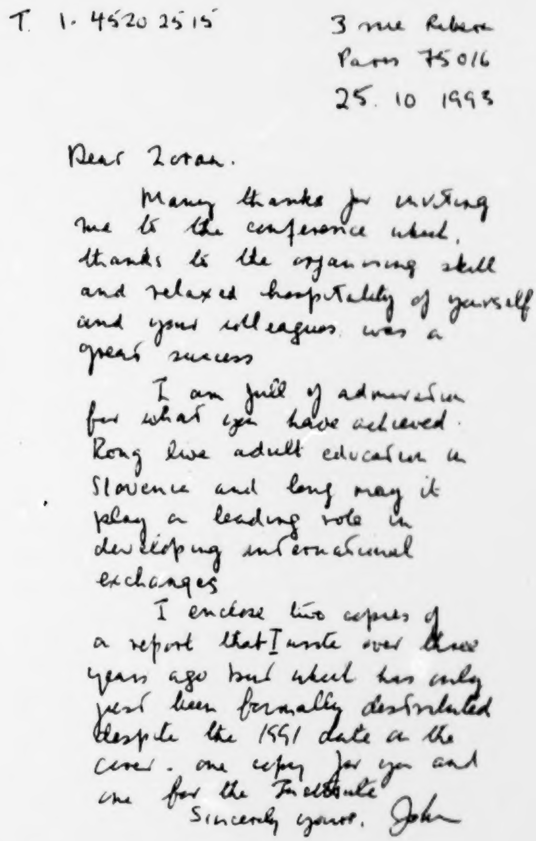
[13] This chapter presents the conference participants opinions and point of view, which have been communicated to us at the end of the conference. The letters are being presented in their original form except for the parts not referring to the conference which have been left out.

Alan THOMAS *(Canada)*

> *The more people learn things, things that contribute to other people's learning, then the better the world will be.*



T. 1. 4520 2515

3 rue Ribera
Paris 75016
25. 10 1993

Dear Zoran.

Many thanks for inviting me to the conference which, thanks to the organising skill and relaxed hospitality of yourself and your colleagues was a great success

I am full of admiration for what you have achieved. Long live adult education in Slovenia and long may it play a leading role in developing international exchanges

I enclose two copies of a report that I wrote over three years ago but which has only just been formally distributed despite the 1991 date on the cover. one copy for you and one for the Institute

Sincerely yours. John

Dear Zoran,

many thanks for inviting me to the conference which, thanks to the organizing skill and relaxed hospitality of yourself and your collegues, was a great success.

I am full of admiration for what you have achieved: long live adult education in Slovenia and long may it play a leading role in developing international exchanges.

I enclose two copies of a report that I rote over three years ago but which has only just been formally ..... despite the 1991 date on the cover - one copy for you and one for the Institute.

Sincerely yours.
John Lowe

International Council for Adult Education
Conseil International d'Education des Adultes
Consejo Internacional de Educación de Adultos
للمجلس العالمي لتعليم الكبار

Please write to:
Dr. Francisco Vio Grossi
President
Casilla 380 San Bernardo • Chile
Tel.: (56) (2) 8571941
8571780
8571488
8571611
Fax (56) (2) 8571160

Santiago, October 19th, 1993

Dr. Zoran Jelenc
Director
Andragoski center Republike Slovenije
Slovenia

Fax 38 61 445881

Dear Dr. Jelenc,

It was a very relevant intelectual and human experience to participate in the important conference you organized in Ljubljana last week. For me and all the other members of the International Council for Adult Education who were in Slovene last week, this meeting was the most fruitful one in its field in the last years. To rethink adult education is a complex matter vi-a-vis the changes in the world order, specially if we take into account the different regional and national contexts. The seminar systhematized these differences and provided some clues for the future.

That is why I want to thank and congratulate you and your colleagues for the successful of your effort.

Yours sincerely,

Francisco Vio Grossi
President

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Ryutsu Keizai University
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Ibaraki, Japan 301
TEL 0297-64-0001
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To: Dr. Zoran Jelenc
Director,
Slovene Adult Education Center,
Fax: 061-445-881
From: Makoto Yamaguchi, Japan
Date: October 16, 1993

Dear zoran,

It was, indeed, a great pleasure to be able to attend the International Conference " Rethinking Adult Education for Development" I have participated in many such kind of international gathering but this is the most high substantial and informative. I am feeling your effort of the before research work for preparation of the conference brought such a success of the conference. The theme was so essential issue to meet contemporary society. The organization of the conference was so smart and beautiful. I was very happy that behind the conference many excellent women staffs hold up the conference with women's perspective and sense of beauty. Thank you so much and congratulations on your success !

I am now writing a paper on "Adult Education Research Trends in Japan", maybe one of the projects at Unesco Institute for Education Hamburg.

Thanking again for your warm hospitality and please convey my warmest regards to your staffs.

Sincerely yours,

Makoto Yamaguchi
Makoto Yamaguchi
Professor

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From the Department of Adult Continuing Education

University of Leeds
Leeds LS2 9JT

Fax 0532 333246
Direct line 0532

Slovene Adult Education Centre.

15 October 1993

Dear Zoran,

Just a short note congratulating you and your staff from the Centre on the two recent International Conferences held in October in Lyubljana

Everyone very much enjoyed themselves & were aware of the hard work that had been put in over the last year or so. The work of the Conference, meeting new & old friends and catching up on the news from around the world all took place in a relaxed & comfortable atmosphere

Please convey my thanks & best wishes to all your staff.

Until we meet again
With best wishes
(Dr) Keith Forrester.

Director
Professor Richard Taylor MA PhD
Assistant Director (Academic)
Kevin Ward BSocSc MPhil
Assistant Director (Administrative)
Diane Jacks BA MPhil

Saint Patrick's College
Maynooth

Co. Kildare, Ireland
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CENTRE FOR ADULT AND COMMUNITY EDUCATION

Dr. Zoran Felenc, Director
Slovenian Adult Education Centre
Smarthska 134a
LJUBLIANA
SLOVENIA

Dear Zoran,

I write to thank you and the faculty of the Slovenian Adult Education Centre for organising an outstanding and most successful international conference on Adult Education.

Your hospitality and generosity, so evident at all times, were much appreciated. Our every need was catered for by your expert and committed staff. I enjoyed, to the full,my third visit to Slovenia.

The Centre, under your leadership, has already contributed much to the socio-economic, educational and cultural development of Slovenia. Congratulations! Your significant and ever expanding contribution to adult education studies is now recognised within Slovenia and throughout the world.

...

I hope to see you soon.

Best wishes and much gratitude.

Liam Carey

Coláiste Phádraig, Má Nuad, Co. Chill Dara

ANDRAS

Dr. Zoran Jelenc
Slovene Adult Education Centre
Smartinska 134a
61000 Ljubljana
SLOVENIA

12 November 1993

Dear Zoran,

Now as some time have passed from your Conference in Ljubljana in October 1993, it seems to me, that the results of it can be better seen. I am very glad I was there and I would like to thank you once more for helping me to come. Back at home I organized a seminar with my colleagues and master degree student and told them what was under discussion in Ljubljana. I even show them the videotape I bought there. They were very interested in the subject we discussed there. I also used the Conference materials (especially the Compendium - Rethinking Adult Education for Development) for discussion on the theme - Is **andragogy** a dream or reality, and does it differs from **pedagogy**.

We start in Estonia with elaboration the National Programme for Adult Education and for that your draft programme is a good help for us. I hope we can use that as an example. The first meeting of the research & development group will be next week.

...

With very best wishes to all of you,

Talvi Marja

Talvi Marja

President
TALVI MÄRJA, Ph. D

ASSOCIATION OF ESTONIAN ADULT EDUCATORS 'ANDRAS'
Lasnamäe 50, EE0010 Tallinn, Estonia. Phone: (372 2) 211786. Fax: (372 2) 425339
Member: European Association for the Education of Adults

Paul lengrand
16 Domaine des Hocquettes
92150 Suresnes ,France

Suresnes, le 22 10 93

Dear Friend,

I am keeping a vivid and stimulating szouvenir of our meeting in Slovenia. I expect that our relations will go on the same way

I would be obliged if you would send me the list of the participants in the conference as well as their address

With my best regards to you and your colleagues

yours truly

P Lengrand

P. Lengrand

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270602 Paris

référence

13 October 1993

Dear Dr. Jelenc,

I thank you for your invitation. I did appreciate very much the compendium and the spirit of our meeting in Ljubljana.

I discussed with my colleague, Dr. Yousif, about this meeting and I hope you will contact him for future cooperation.

With my best wishes.

Ettore Gelpi

Dr. Z. Jelenc
Andragoski Center Republike Slovenije
Slovene Adult Education Centre
Smartiska 134 A.
61000 LJUBLJANA - Slovénie

The University of Waikato
Te Whare Wānanga o Waikato
Department of Education Studies

Private Bag 3105, Hamilton, New Zealand
Fax (07) 856-2158 Telephone (07) 856-2889

Dec. 8, 1993

Dear Zoran;

Since my return from Ljubljana, I have been immersed in end of year exams and committee meetings. However, now that things have slowed down a bit, I wanted to contact you and express my thanks to you and your team for the fine job you did with the conference.

I very much enjoyed the opportunity to connect with such a wide variety of adult educators from around the world. I found the experience rewarding both professionally and personally. Your treatment of us was wonderful, and the chance to see your country once again was very rewarding.

...

Thank you once again for giving us all such an excellent opportunity to exchange views on adult education. I hope to see you again in the near future.

Yours sincerely

Joyce

Dr. Joyce Stalker

BEST COPY AVAILABLE

Prof. Dr. Joachim H. Knoll

Ruhr-Universität Bochum
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Telefon: 040/384000

Prof. Dr. Joachim H. Knoll Breite Str. 159 22767 Hamburg

Herrn Prof. Dr. Zoran Jelenc
Slovene Adult Education Centre
Smartinska 134 a

Ljubljana/ Slovenia

den 11.10. 1993

Betr.:

Lieber Zoran,

Nach meiner Rückkehr wollte ich mich zunächst noch einmal sehr bedanken für die herzliche Gastlichkeit, auch für den intellektuellen Genuß, den mir die Veranstaltuing bereitet hat. Für das "Internationale Jahrbuch der Erwachsenenbildung" habe ich noch kurz vor der Drucklegung einen knappen Hinweis geschrieben, den ich Dir beifüge. Gegenüber der Universität Bochum werde ich einen Bericht ähnlicher Art abgeben. Vor allem die menschliche Begnung hat mich wiederum berührt und ich hoffe, daß sich der eine oder andere Verknüpfungspunkt noch deutlicher darstellen läßt. Ich hatte ja gemeint, daß man auf dem Hintergrund der Tagung die gegebenen Antworten des seinerzeitigen Fragekatalogs noch einmal überdenken und neu formulieren sollte, ich will dies in den nächsten Tagen versuchen. Es sollte ja nicht nur so dahergeredet sein.

Herzliche Grüße und gute Wünsche

Joachim

University
of Surrey

Dr Zoran Jelenc
Director
Andragoski Center Republike Slovnije
Slovene Adult Education Centre
Smartinsko 134c
61000 Ljubljana
SLOVENIA

20th October 1993

Dear Zoran,

There is a brief note to thank you for the excellent Conference that you organised. I found the whole week most worthwhile in a variety of ways. It was also good to spend time with you and your colleagues again.

I wonder if you would be kind enough to send me an address list of all the participants as I have to write to some and I am not sure of the exact address.

When I phoned before the Conference I asked you if there was anything that I could bring you and you felt that there was not. If I can send you any books etc please do let me know - meanwhile, please accept this one as a token of appreciation of your work for the Conference.

Do keep in touch and visit in Surrey,

With all good wishes,

Yours sincerely,

Peter Jarvis (Professor)
Head of Department

pj/jl

Head of Department
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1993.10.28.

Dr. Zoran Jelenc
Slovene Adult Education Centre
Smartinska 134a
61000 Ljubljana
Slovenia

Dear Zoran,

I have just returned from Europe. I want to tell you how much I have enjoyed the conference in Ljubljana and how well it was organized. I was very much impressed by the staff of your Centre. Both you and your staff were gracious hosts to all of us. Thanks!

I am looking forward to work with you on the UNESCO research overview project. It is a very important project and I am pleased to be associated with it. Please could you send to me any information you have on it, so I can be fully briefed and able to assist?

...

Looking forward to seeing you soon again,

sincerely

Jindra

Jindra Kulich

Asian-South Pacific Bureau of Adult Education
30/63A, LONGDEN PLACE COLOMBO 7, SRI LANKA
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OUR REF. 5/1

12 September 1993.

Dr Zoran Jelenc
Cultural & Congress Centre
61000 Ljubljana
Presemova 10
SLOVENIA

Dear Zoran

I am back in Colombo, and feel overcome with the success of your Conference, and by the spirit of cooperation and friendship of yourself and all your colleagues. Thanks once again.

...

...

Looking forward to hearing from you.

Yours sincerely

Wije

Dr W.M.K.Wijetunga
Secretary-General

encl:

wmkw/sp.

BEST COPY AVAILABLE

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1/12/93

Dear Zoran

...

I would like to take this opportunity to thank you very much for inviting my participation in the research project and the conference. I found the Conference very interesting and very useful for my work. You and your team are to be congratulated for a very well planned and well run conference. I am sure all foreign participants, like myself, took away very good impressions of the Slovene Adult Education Centre, Slovenia and the Slovenian people. I hope I get the opportunity for another visit in the future.

...

With best wishes for 1994 to you and your colleagues at SAEC.

Yours,

Frank

Frank Youngman

Director
Dr C L Baylies

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Department of Adult Education

October 19, 1993

Mr. Zoran Jelenc
Director
Slovene Adult Education Centre
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61000 Ljubljana
Slovenia

Dear Zoran and Friends,

Congratulations to each of you and thank you so much for the wonderful conference. This was the first international event that I have attended since leaving the International Council for Adult Education and I am pleased to say that I feel that I chose very well and was very pleased with the results.

I am very impressed by the design and staffing of your Centre. I hope that we will be able to be in touch around a number of specific ideas.

...

Please know that you, your work and the work of Metka, Ana and the others were very much appreciated.

Cordially,

Budd

Budd L. Hall

ALEXANDER N. CHARTERS
PROFESSOR EMERITUS · ADULT EDUCATION
SYRACUSE UNIVERSITY

October 21, 1993

Dr. Zoran Jelenc
University of Ljubljana
Miklosicera 34, 61000
Ljubljana, Yugoslavia

Dear Zoran:

You successfully conducted a challenging conference on Rethinking of Adult Education for Development. The support services and the hospitality were certainly exceptional. I trust that you will give my regards and thanks to the efficient staff.

...

The Conference is a fine contribution to the field of Adult Education and the Proceedings will be a significant addition to the literature.

...

Margaret joins me in extending thanks for a rewarding and hospitable time in Slovenia.

...

With appreciation for your fine work in Adult Education,

Cordially,

Alexander N. Charrers

f/

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